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ABSTRACT

In an effort to increase the proportion of minority group members on the New York City police force, this study was commissioned: (1) to learn the reasons for present difficulties in minority recruitment, (2) to analyze the effectiveness of current recruiting strategies and programs, and (3) to develop new approaches aimed at improving minority representation in the police department. Street interviews conducted throughout the city showed that radio and newspaper advertisements were much more successful than the expensive mobile recruiting teams in informing minorities about career opportunities. Despite the comparatively high pay scale of the police department, the minority youth indicated that service aspects of police work were more important than economic returns. Retention of applicants is a serious problem, with less than a third of all candidates who passed the competitive exam finally appointed as probationary patrolmen. The retention rate could be greatly improved by more personal encouragement of candidates and a reduction in the 17-month delay between exam and appointment. (BH)

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MINORITY RECRUITING IN THE NEW YORK CITY POLICE DEPARTMENT

Part I. The Attraction of Candidates

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R-702-NYC
MAY 1971

MINORITY RECRUITING IN THE NEW YORK CITY POLICE DEPARTMENT

Part I. The Attraction of Candidates

Isaac C. Hunt, Jr.

Part II. The Retention of Candidates

Bernard Cohen

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PREFACE

This research was performed for the New York City Police Department (NYCPD). It was partially supported by a grant from the Law Enforcement Assistance Administration of the U.S. Department of Justice to the State and City of New York, administered by the Mayor's Criminal Justice Coordinating Council. It was conducted during the period from October 1968 through July 1969.

The purposes of the study, as stated in the grant proposal, were:

1. To learn the reasons for present difficulties in recruiting minority personnel;
2. To explore the effectiveness of current strategies and programs for recruiting minorities; and
3. To devise new approaches aimed at improving the representation of minority groups in the Police Department.

This Report is a somewhat revised version of two documents reporting on this research, which were submitted to the New York City Police Department in August 1969. Since that time, some changes have been made in the recruiting operations and procedures, and we have attempted to describe those changes which are relevant for this study.

ACKNOWLEDGMENTS

Many people at the New York City Police Department, the Department of Personnel, and the Institute contributed to the completion of this study. Of the many extremely cooperative people from the City agencies, I am especially grateful to Solomon M. Hoberman, former Chairman of the Department of Personnel, Sol Weiner of that Department's Bureau of Examinations, and to Elmer C. Cone, then Assistant Chief of Personnel in the New York City Police Department, and members of his staff, particularly Capt. James Francis and Lt. Richard Olpe.

Of my colleagues at the Institute, thanks are particularly due to Peter Szanton, Institute President, and Jan Chaiken and Sorrel Wildhorn, Police Project Leaders, for their support, and to Laurette Gresler, Jennifer Griffith, Joan Held, Katherine Hooper Briar, Joan Wohlstetter, Tracy Rumford, Douglas Scott, and Linda Stetson for their significant help.

Most importantly, a deep expression of thanks goes to the 1,179 unnamed young men of the City who submitted to interviews or responded with completed questionnaires, since it is they who contributed most to this work.

I. C. Hunt, Jr.

In addition to the encouragement provided me by members of the New York City Police Department, the Department of Personnel, and the Institute, I wish to express my gratitude to Thomas M. McGoey for his valuable assistance during the course of this study.

B. Cohen

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SUMMARY OF MAJOR FINDINGS

THE ATTRACTION OF CANDIDATES

A. The proportion of minority candidates appointed probationary patrolmen in the NYCPD increased from 8 percent in 1957 to 18 percent in 1969. Though this increase is substantial, additional efforts must be made to increase the proportion of minority group members on the force, since 31 percent of the City's population was comprised of blacks and Puerto Ricans in 1969.

B. Although we attempted to isolate the best communications channels specifically aimed at minority group members, we found that media with general circulation were more effective:

1. Advertisements and articles in a newspaper of general circulation, the Daily News, and the brief radio spots available to the NYCPD have been much more effective than the recruiting efforts directed through channels thought to reach primarily a minority population.

2. The New York City Transit Authority Police use subway posters as general recruiting tools not specifically directed at minority candidates. These turn out to be inadvertent but effective means of publicizing job openings in the NYCPD. Twenty-one percent of a sample of the at-large eligible minority population indicated that they had heard of openings in the NYCPD through subway posters. Surely others, who realized these posters were not for the NYCPD and therefore did not mention them, were also exposed to them. Therefore, the aforementioned 21 percent probably understates the efficacy of these posters.

3. Current efforts to use community organizations as sources for new minority applicants do not appear to have been adequate; this is suggested by the significant numbers of interested young men who recommended an extension of these efforts.

4. Among those minority youths now applying for positions with the NYCPD, referrals by close personal associates are as important a recruiting mechanism as for white youths.

C. Because of the comparatively high pay-scale of the NYCPD and the still limited, albeit expanding, job opportunities available elsewhere to minority youths, we anticipated that the economic benefits resulting from joining the NYCPD would be more important to minority youths than to white applicants. However, our data indicate that:

1. Black and Puerto Rican youths, unlike their white counterparts, find the service aspects of police work more attractive than the pay, fringe benefits, or job security.

2. While "maintaining law and order" is a phrase that many members of the minority community now find repugnant, many of these same young men recognize the reality behind the words and desire to help maintain law and order, particularly in their own communities.

D. There are few circumstances which, by law, disqualify persons from joining the NYCPD. Also, many of the qualifications demanded of a new appointee to the NYCPD can be obtained after he passes the Patrolman's Examination. Our study revealed that:

1. Most eligible minority youths do not have correct information as to what derogatory items in a person's background disqualify him from joining the NYCPD.

2. Even among those minority young men who exhibit sufficient interest in NYCPD careers to file pre-applications for a Patrolman's Examination, there is much ignorance of the fact that some pre-appointment requirements, particularly high school diplomas or equivalency certificates and driver's licenses, can be obtained after passing a Patrolman's Examination.

E. We were gratified by the large number of responses to a questionnaire mailed to young men who failed to appear for a written exam which they had applied to take. In fact:

1. By merely requesting the aid of these young men, we evoked a response appreciably larger than estimated by persons experienced in these matters.

2. In particular, the great effect that a small amount of personalized attention has on minority group applicants was established by the response to our questionnaire. Among the respondents, nearly half were minority group members (29.4 percent were black and 14.4 percent were Puerto Rican). Since it is unlikely that minority group members constituted such a large fraction of the total group of applicants who did not appear, they seem to have reacted more favorably than whites to this kind of attention from the Department of Personnel. Further, many more of the black and Puerto Rican youths included personal letters and other evidences of deep interest in law enforcement careers with their returned questionnaires than did the white respondents.

THE RETENTION OF CANDIDATES

F. Retention of potential candidates who show interest in becoming police officers is as essential as attracting applicants. Our analysis showed that even among candidates who passed the written exam a substantial portion dropped out of the recruitment process. There was greater attrition of this sort among blacks than among other ethnic groups. The facts were as follows:

1. Fewer than a third of the candidates who pass the written exam succeed in completing all the other steps required to become a probationary patrolman.

2. Over half (52.5 percent) of the candidates who passed the exam did not even continue to the point where they have submitted a completed application form (PA-15). Among blacks this percentage was slightly higher (conservatively estimated at 60 percent), but the attrition patterns of Puerto Rican candidates did not differ appreciably from those of the group as a whole.

G. Most candidate attrition seems to result from the individual's apparent lack of motivation to act during the process of recruitment rather than resulting from outright rejection by either the Department of Personnel or the Police Department. One explanation for this may be that, on the average, the recruitment process lasts 17 months from the time a candidate takes the written exam to final appointment as a probationary patrolman. We observed the following:

1. Approximately 60 percent of those who passed the exam but were not appointed had simply failed to fulfill all the procedural requirements of the application process. The remaining 40 percent were rejected for either medical reasons or unsatisfactory background.

2. The portion of the appointment process which is under the jurisdiction of the Police Department, namely the personal character investigation, did not appear to discriminate against any particular groups, since there were no significant differences among blacks, whites and Puerto Ricans in the proportions appointed or rejected by the investigators.

INTRODUCTION

The New York City Police Department, because of its pay scale and reputation, enjoys a steady flow of applicants from the City itself, the larger metropolitan area, and around the country. In this respect, the NYCPD is more favored than other city police departments which experience difficulty in attaining their authorized strengths. However, the situation is quite different with regard to recruiting minority group applicants, by which we mean, here and throughout this Report, black and Puerto Rican young men. Because of past recruiting and screening practices, the minority communities' antipathy towards policemen and police careers, and the recent opening of heretofore closed sections of the employment market to minority group members, the NYCPD finds itself competing with a variety of other organizations for the services of desirable black and Puerto Rican youths.

The NYCPD recognizes the need for more minority group officers in its complement. Its top officials have taken seriously, and acted upon, this need, which was expressed in the following way by the Police Task Force Report of the President's Commission on Law Enforcement and the Administration of Justice:

> [C]ontact with [minority group] officers can help to avoid stereotype and prejudices in the minds of white officers. [Minority group] officers also can increase departmental insight into ghetto problems and provide information necessary for early anticipation of the tensions and grievances that can lead to disorders.

The NYCPD, in conjunction with the City's Department of Personnel and other organizations, has undertaken or encouraged several programs aimed at increasing the number of minority group applicants. Some of these programs are used before every examination, others sporadically, and still others only a very few times or once.

Before each examination, the Department of Personnel or the NYCPD engages in the following minority recruiting efforts:

- o Use of NYCPD mobile recruiting teams at various locations in the City where minority candidates are likely to be found.
- o Use of posters in English and Spanish, distributed throughout the City prior to each exam.
- o Use of general communications media. Radio and television stations in the metropolitan area are provided with scripts and/or color slides describing the qualifications for and advantages of police careers. Many stations transmit these messages as a public service. Paid newspaper ads are purchased, and the NYCPD has also obtained some free feature stories and editorials relating to police opportunities and careers.
- o Use of police fraternal organizations, with particular emphasis on the black and Puerto Rican organizations, which have been provided with recruiting literature and encouraged to recruit new applicants.

Also, the following programs have been used before a few examinations, or one examination:

- o Use of community and civil rights organizations by the NYCPD's Community Relations Bureau and the Department of Personnel as sources of new minority applicants.
- o Recruiting at military installations both here and abroad. This effort has been undertaken in cooperation with the Department of Defense's "Operation Transition," and has included informing men leaving the service of career opportunities in law enforcement and the Department of Defense's willingness to grant service releases 90 days early for those who will have successfully taken an entrance examination for a particular law enforcement agency and intend to pursue careers in such agencies.

- o Visits to black colleges undertaken by the NYCPD in conjunction with the Department of Personnel. (The NYCPD participated in these visits in 1967 only.)
- o One-day preparatory courses, given by the New York Youth Services Agency the Saturday preceding the April 1969 Patrolman's Examination. Instructors for these courses were trained by staff members of the Department of Personnel.

Finally, there existed two long-term training programs aimed at enabling minority youths to pass the Patrolman's Examination, one of which is still operative. They are:

- o The Delehante Institute Career Training Program, a preparatory program of two cycles to train approximately 100 youths, predominantly minority, which was financed by grants from a major bank in the City in 1968-69; and
- o The Police Cadet Program, an ambitious ongoing program sponsored by the NYCPD and the Board of Education's Manpower and Development Training Program, to give minority group youths remedial basic education and police science training preparatory to taking a Patrolman's Examination for entering the NYCPD.

These efforts, and others having the same goals, have been effective in attracting increasing numbers of black and Puerto Rican young men to take recent Patrolman's Examinations. For example, a survey conducted by the NYCPD indicated that at the January, 1969, examination, over 18 percent of the examinees were black, and the NYCPD's sample from two of the eight testing locations indicated that another 6 percent were Puerto Rican. Although these percentages were well above those experienced several years previously, by April 1969 the figures had risen to 23 percent black and 7 percent Puerto Rican.

The success of these endeavors is recognized, but the NYCPD realizes it must continue to improve its minority recruitment efforts. Given the size of the Force (approximately 32,000 men) and the present racial composition (approximately 8 percent black and Puerto Rican) it will take substantial minority recruitment efforts, over a considerable

period of time, to effect any appreciable changes in the racial composition of the Force. Moreover, referrals of applicants by friends and family members presently in the Force will tend to perpetuate its current racial composition.

This study of minority recruitment was undertaken to assist the NYCPD in planning future programs. Its purpose was to collect data for the evaluation of current programs and to make recommendations for the institution of additional ones.

We considered the two primary goals of any minority recruitment effort to be:

- o To convince potential applicants that police work is a desirable opportunity for them, and persuade them to apply for a position; and
- o To encourage applicants to complete all the steps which lead from application to appointment.

To accomplish the first goal, the NYCPD must not only establish contact with appropriate minority group members but also provide them with information about police work which <u>they</u> find attractive and which tells them what they must do to apply. One part of this study, a series of street interviews with minority youths who had no particular association with the NYCPD, provides information about which means of communication would be most effective for reaching minority group members. It also illuminates the aspects of police work which ought to be emphasized in these communications.

A second part of the study involved mailing questionnaires to those persons who signed pre-applications for the April 5, 1969 Patrolman's Examination, but who failed to appear for the exam. The results, reported here, shed light both on what attracts minority youths to apply for police work and also on potential methods for encouraging them to continue once they have applied.

The third part of our study is an analysis of the various phases of the recruitment process required of candidates who successfully pass the written examination. Improved techniques for retention of these men, especially minority group members, are suggested.

We believe the results presented here expand the City's knowledge of police recruitment efforts in several ways:

- o By providing systematically gathered information about the attitudes of the eligible minority population toward police work;
- o By refining previously gathered data on the efficiency of recruitment media, since we now have responses separated by race;
- o By detailing those aspects of police work which actually attract minority groups to apply for the Patrolman's Examination; and
- o By identifying the major points of the recruitment-appointment process where significant attrition of candidates occurs and the reasons for this attrition.

The Recruitment-Appointment Process

The basic requirements for entrance into the NYCPD were set forth in the following manner in a recent publication:

> Young men who apply for employment in the New York City Police Department do so by submitting a brief preliminary application to the City Department of Personnel, the central hiring agency. They must be high school graduates or possess a high school equivalency diploma or acceptable G.E.D. certificate. There are no pre-employment residency requirements, but at the time of appointment they must live in New York City or one of six adjacent counties in New York State. They must be United States citizens and possess a valid New York State Motor Vehicle Operator's License.
>
> Physically, their height must be at least 5'7", a figure recently reduced from 5'8" in the hope of qualifying some of the many shorter Puerto Rican residents. Vision must be 20/30 in each eye without glasses and they must be otherwise in good physical condition without a history of any permanently debilitating disease. They must be 21 years of age at time of appointment and less than 29 at date of filing

application. Thus, no member of the incoming class may be under 21, but, depending on the interval between filing and appointment, may be somewhat over 29. Years spent in the armed services may also be deducted from the maximum age limit.

They must pass a written examination similar to an intelligence test and a physical exam which tests agility and strength. The grade achieved on the written exam establishes the place on the eligibles' list; the physical is merely qualifying.*

Some details of the steps in the application process are as follows:

1. Filing Application. Each candidate must submit the above-mentioned brief preliminary application form to the City Department of Personnel. Blank forms are typically available, approximately a month before a written entrance examination is scheduled to be given, at police precinct houses, from mobile recruiting teams, and at public libraries throughout the City.**

2. Take and Pass Examination. The examinations are usually scheduled for Saturday mornings and afternoons; there is no alternate date given for those who are unable to make the first date, so they must reapply for the next examination. Sometimes the date of the next examination is not known at the time, so that a person who had missed this examination cannot immediately ascertain when there will be another.

3. Notification. Those who make the passing grade of 75 percent on the written examination are notified two to three months later.

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*Police Training and Performance Study, Project Report submitted to the New York City Police Department and the Law Enforcement Assistance Administration, United States Department of Justice, 74-75 (1969). The same requirements were in effect during the time period in which this study was conducted.

**As part of the attempt to get more minority applicants to take the examination, the Department of Personnel, with the NYCPD's concurrence, has in recent years made many of its examinations "walk-ins," i.e., any applicant who appeared at an examination center on the examination date could take the examination, whether he had filed a preliminary application or not.

The Department of Personnel uses the number of preliminary applications as a guide to the number and size of examination centers needed. A portion of the application form is mailed back to the applicant giving him the time and place to appear for the written examination.

4. Take and Pass a Medical and Physical Examination. The notification also informs successful examinees as to when to appear for the qualifying medical and physical examinations, both of which are held on the same date about two to four weeks after receipt of the notification.* The physical exam is the test of agility and endurance, while the medical exam determines whether the candidate's health meets the requirements of the Department.

5. Complete Form PA-15 and Cooperate in Conduct of Background Investigation. Those candidates who pass the qualifying physical examination are given the Police Department's PA-15 form to complete. This is a detailed, 12-page form** requiring such information from the candidate as: all residences since elementary school; all traffic summonses issued on the candidate or his vehicle for either parking or moving violations; all arrests and all police investigations of the candidate not resulting in arrest; all arrests of members of the candidate's immediate family; all inheritance benefits of the candidate or his spouse; etc. The instructions of the PA-15 form state that it is to be completed and returned within 10 days. The form is used by the officers assigned to the Personnel Investigation Section in their character investigations of candidates before their appointment as probationary patrolmen and their Police Academy training.*** It is at this point, when the candidates begin to have

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*For example, of the 5,239 persons who took the examination held April 5, 1969, the 3,427 who passed it were notified June 30, 1969. The 1,812 who failed the examination were so notified on June 24, 1969 and simultaneously invited to try again at the examination held June 28, 1969, which was a "walk-in" examination.

The qualifying physical tests for these successful candidates were scheduled for 17 dates between July 17, 1969 and August 20, 1969. (The Chief, July 2, 1969.)

**Reproduced in Appendix C.

***In the past, all background investigations were completed prior to candidates' appointments. However, with the attempts in 1967-68 to increase the size of the Force rapidly, and manpower needs dictating that some investigators be reassigned to field units, many candidates have been appointed "subject to" a complete investigation which is completed only after they have started Academy training or, in some cases, after assignment to field commands. In these cases, only a preliminary investigation is completed prior to appointment. These abbreviated investigations are designed to check the most obvious disqualifying items regarding candidates, e.g., petty larceny or felony convictions, less than honorable service discharges, or lack of necessary educational achievements.

many contacts with the officer-investigators and little or none with the Department of Personnel, that candidates become the "property" of the NYCPD rather than the Department of Personnel.

The objective of the background investigation is to determine "proof of good character." This attribute is defined in the Notice of Examination as follows:

> Proof of good character will be an absolute prerequisite to appointment. The following are among the factors which would ordinarily be cause for disqualification: (a) conviction of a misdemeanor or an offense, the nature of which indicates lack of good moral character or disposition toward violence or disorder; (b) repeated conviction of an offense, where such convictions indicate a disrespect for the law; (c) repeated discharge from employment where such discharge indicates poor performance or inability to adjust to discipline; (d) addiction to narcotics or excessive use of alcoholic beverages; (e) discharge from the Armed Forces other than the standard honorable discharge. In accordance with the provisions of the Administrative Code, persons convicted of a felony are not eligible for positions in the uniformed forces of the Police Department. In addition, the rules of the City Civil Service Commission provide that no person convicted of petty larceny, or who has been dishonorably discharged by the Armed Forces, shall be examined, certified or appointed as a patrolman.

The investigators use the responses to the PA-15, together with interviews with relatives, friends, and acquaintances of the candidate by specially trained investigating officers, to determine the worthiness of the candidate as a police officer.

6. Hearing. Applicants who are rejected by the Personnel Investigation Section may appeal the decision before two separate hearing boards. The first, known as the Candidate Hearing Board, is staffed by three superior officers in the Department. This board approves the vast majority of cases coming before it (approximately 80 percent). Those disapproved, however, have yet another opportunity to appeal the decision before the Principal

Hearing Board. This board consists of seven members: two deputy commissioners, the Chief Clerk, and four high-ranking officers. The Principal Board accepts about half the subjects who come before it.

* * *

This Report is divided into two parts: Part I describes the results of the Interview and Questionnaire Studies, the methodology used, some related information, and the recommendations which arise from these efforts; Part II presents the findings and recommendations that emerged from the analysis of the retention of candidates.

Part I

THE ATTRACTION OF CANDIDATES

1. THE INTERVIEWS*

The series of interviews was designed to elicit information from a segment of the at-large minority population on two subjects:

- o which aspects of police work minority youths find most attractive and, therefore, should be emphasized in any recruiting campaigns designed primarily to reach minority group youths; and
- o which communications media would be most effective in any such campaign.

The interviews were conducted late in April 1969, by six black City University students and one young black poverty organization worker. They were selected by their counselors and/or professors and trained by personnel of the Institute and of Dunlap and Associates of Darien, Connecticut, the Institute's subcontractor for this portion of the study. The same Dunlap and Institute personnel, all of whom had extensive experience at interviewing in various settings, designed the Interview Form used by the interviewers.

The interviewers were trained to select only black or Puerto Rican interviewees and then to screen the prospective interviewees by education and age. (In a few instances, however, the interviewers misjudged the race of prospective interviewees but nevertheless continued with the interview. This accounts for the small number of interviews with white youths.) The interviewer would not continue unless the interviewee had a high school education, or close to it, and was between 19 and 29 years old. This screening ensured our having a sample of minority candidates who were at least close to meeting the age and educational requirements for entrance into the NYCPD.

The interviewers asked the questions of their interviewees orally, and recorded the answers on the Interview Form.

Two hundred interviews were conducted; these fell into two groups. First, there were the so-called street interviews; these were 145 interviews conducted at various public locations in the City - in libraries, in department store cafeterias, or on the street. Second, there were 35

*The Interview Form is reproduced in Appendix A.

interviews at job training or counseling centers (the mid-Manhattan MDTA* machine shop class, the Brandeis job counseling center, also in Manhattan, and the Maxwell Job Counseling Center in Brooklyn), along with 20 community college interviews.** By race, the interviewees break down as follows: 142 blacks, 42 Puerto Ricans, 8 whites, and 8 interviewees who classified themselves as "other."

The remainder of this section describes our analysis of the responses to the interviews.

In response to item 1(a) of the Interview Form, 76 percent of the 200 interviewees claimed to know that openings existed in the NYCPD. (This particular question, however, is a leading one.) These 152 interviewees were then asked how they learned that such openings existed (Item 1(b) of the Interview Form). The results are shown in Table 1.

From Table 1 it is seen that the Daily News newspaper, the NYCPD's mobile recruiting teams, two radio stations (mentioned by name), subway posters, and friends or family members who were policemen were the five most frequently mentioned sources of knowledge of openings in the NYCPD for the total sample.***

The prominence of radio is surprising since the Police Department has had only a small amount of "public service" time on the radio prior to the exams in 1968 and 1969. It had not used subway posters since the spring of 1963. The prominence of the subway posters category indicates that the interviewees were not distinguishing between subway posters for the New York City Transit Authority Police, which does advertise by means of posters in its own subway cars, and advertisements for the New York City Police Department.

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* Manpower Development and Training Act - a federal statute funding job-training programs for disadvantaged youths.

** We had hoped to have more community college interviews, but the interviews were conducted in the latter part of April 1969, at which time campus demonstrations were increasing in frequency and intensity in this City. Consequently, those instructors who had given Dunlap's representatives prior approval to go into their classes to conduct these interviews changed their minds. They apparently feared that any interviews having to do with the police could have been used as pretexts for demonstrations.

*** Here, as elsewhere when appropriate, we group together items whose statistical differences are insignificant. In Schedule 1, items 2 through 5 of the Interview Form are so grouped.

Table 1

INTERVIEW SCHEDULE 1

SOURCE OF KNOWLEDGE - AWARE PORTION OF SAMPLE

Source	Number of Responses[a]	Percent (of 152)
Daily News	61	40.1
Police recruiting teams	39	25.6
Radio (WWRL and WLIB)	38	25.0
Subway poster	32	21.0
Friend or family member who is a policeman	30	19.7
Chief	22	14.4
Leader	18	11.8
Received flier at subway from civilian	17	11.1
Vocational counselor (other than high school)	10	6.5
High school counselor	9	5.9
Friend or family member employed by NYC	8	5.2
TV	7	4.6
Military base announcement	7	4.6
NYCHA housing project office	5	3.2
Public Library	2	1.3

[a]Multiple responses by any single interviewee were permitted.

In response to item 5 of the Interview Form (see Table 2), interviewees were asked to name the aspects of police work they found most attractive.

Among the five most frequently mentioned favorable or attractive aspects of police work were "the feeling that comes from helping others," and "the opportunity to help maintain law and order." The latter, which today is something of racist euphemism, is a rather surprising response for these mostly minority interviewees.

Table 2

INTERVIEW SCHEDULE 2

ATTRACTIVE FACTORS - TOTAL SAMPLE

Factor	Number of Responses[a]	Percent (of 200)
Feeling that comes from helping others	65	32.5
Pay (average estimate $154.00 per week)	61	30.5
Security of the job	50	25.0
Fringe benefits	47	23.5
Opportunity to help maintain law and order	39	19.5
Prestige and respect of the job	15	7.5
Chance to make own decisions	13	6.5
Variety in the work	11	5.5

[a]Multiple responses permitted.

The compilation of data on unattractive aspects of police work mentioned by the total sample is set forth in Table 3. It is not surprising that the most frequently mentioned unattractive aspect was that the job is too dangerous. Also prominently mentioned were the difficulty of dealing with the public, the notion that the police do not have the necessary authority or respect from individuals, and the fear of non-acceptance by the NYCPD. The first two of these three attitudes show the interviewees' recognition of the difficulties of law enforcement work in the complex urban setting of New York City. The third item in this group -- apprehension by these predominantly minority youths concerning their acceptance by the NYCPD -- reveals that the Department has a reputation, justified or not, of antipathy towards minority candidates which it should strenuously work to overcome. That these should be the most frequently mentioned unfavorable attitudes toward police work is not at all surprising.

Item 7 of the Interview Form asked the interviewees about the likely attitudes of their friends and associates to their becoming policemen. Forty-three percent of those answering this question said that their friends had no strong feelings about police work; 24.9 percent said that their friends would consider it a good job for them; 19.4 percent said that their friends and associates would think that it was a bad job for them, and 12.9 percent answered "other."*

*These "other" responses were mostly more emphatic negative attitudes.

Table 3

INTERVIEW SCHEDULE 3

UNATTRACTIVE FACTORS - TOTAL SAMPLE

Factor	Number of Responses[a]	Percent (of 200)
The job is too dangerous	66	33.0
Police do not have necessary authority or respect from civilians	45	22.5
Dealing with the public is too difficult	37	18.5
Don't think would be accepted by the PD	34	17.0
Wish to continue education	26	13.0
Thought written exam would be too difficult	26	13.0
Don't have driver's license	23	11.5
Wish to remain in present position	23	11.5
Don't have high school diploma	16	8.0
Salary insufficient	10	5.0
Thought medical exam would be too difficult	9	4.5

[a]Multiple responses permitted.

Item 8 elicited knowledge of study courses or books that prepare one for a Patrolman's Examination. Of the total sample, 54 percent knew that either study books or courses existed.

Item 9 queried the interviewees, in three parts, on the arrest or conviction items in a person's background that would automatically disqualify him from a career as a New York City patrolman. The first part of this question asked if a person who had been a juvenile offender was thereby prohibited from being a policeman; such a record does not automatically exclude one from joining the NYCPD. The second part of this question asked whether a felony conviction is an automatic disqualification, and the correct answer here is yes. The third and final part of this question asked if an adult arrest record automatically disqualified a candidate for a patrolman's position, and the correct answer to this query is no. Of those responding to this question, 73 percent answered the first part correctly; 81.6 percent answered the second part correctly; and 51.7 percent responded to the third part correctly, but only 35 percent answered the <u>total</u> question correctly.

The average age of the interviewees was 24 years and 2 months. The average educational level of the interviewees was 11 years and 7 months, and none had completed less than 11 years of schooling. Many were high school graduates, some had one or more years of college.

Of the total sample of 200, 52 percent of the interviewees, or 104, indicated some interest in law enforcement careers. In this regard, there is no appreciable difference by type of interview. That is, the percentage of "street" interviewees who evinced some interest in law enforcement careers is not appreciably different from the percentage of job-center/community-college interviewees who evinced some interest in law enforcement careers.* (See Table 4.)

A breakdown by race and by type of interview, set forth in Table 5, shows some small differences in interest shown. Approximately 4 percent more of those interviewed on the street showed interest in law enforcement careers than did the job-center/community-college interviewees.

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*The Job Center and Community College interviews are here combined because of the very small number of interviews in these classes taken separately.

Table 4

INTERVIEW SCHEDULE 4

INTERREST BY TYPE OF INTERVIEW

Number of Street Interviewees[a]		
38	A little interest	
25	Fair amount of interest	54.7% - Some interest
13	A lot of interest	
63	None	45.3% - No interest

Number of Job Center - Community College Interviewees		
16	A little interest	
7	Fair amount of interest	50.9% - Some interest
5	A lot of interest	
27	None	49.1% - No interest

Totals[a]		
54	A little interest	
32	Fair amount of interest	53.6% - Some interest
18	A lot of interest	
90	None	46.4% - No interest

[a]Six black street interviewees did not answer the "interest" question.

Table 5

INTERVIEW SCHEDULE 5

INTERESTED BY RACE - TYPE OF INTERVIEW

Street	Puerto Rican	Black[a]	White and Other	
A little interest	8	28	2	
A fair amount of interest	7	17	1	54.7%
A lot of interest	7	6	--	
None	9	53	1	
Total	31	104	4	

Job Center - Community College	Puerto Rican	Black	White and Other	
A little interest	1	13	2	
A fair amount of interest	2	5	--	50.9%
A lot of interest	4	--	1	
None	4	14	9	
Total	11	32	12	

[a]Six black street interviewees did not answer this question.

Table 6 sets forth the rankings of the media through which the interested portion of the sample became aware of career opportunities as New York City patrolmen. As in Table 1, the Daily News shows itself to have an effectiveness significantly greater than any other medium used. For the interested portion of the sample, five other sources seem reasonably effective as a group: radio spots, recruiting teams, stories and advertisements in the two civil service weekly newspapers, and close personal contacts with present policemen.* Note that for the interested interviewees, as compared to the total sample, the group of media immediately below the Daily News includes two civil service newspapers but excludes subway posters.

The relative rankings of attractive aspects of police work to the interested portion of the sample is set forth in Table 7. The five most commonly mentioned are the same for both the interested sample and the total sample, though their relative rankings differ somewhat. These five are: "the feeling that comes from helping people," "the opportunity to help maintain law and order," the pay of New York City patrolmen, job security, and fringe benefits.

The 90 interviewees making up the uninterested portion of the sample exhibited no appreciable differences in age or educational attainment from either the total sample or the interested portion. A comparison of the disincentives cited most often by these interviewees and those cited by the total sample shows that the preconceived danger of the job is mentioned most often by both groups. The three most often mentioned are also the same. Only satisfaction with one's present position is more prominently mentioned as a disincentive among the uninterested portion of the sample than for the total sample. (See Table 8.)

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*See third footnote on page 4.

Table 6

INTERVIEW SCHEDULE 6

SOURCE OF KNOWLEDGE - INTERESTED PORTION OF SAMPLE

Source	Number of Responses[a]	Percent (of 104)
Daily News	30	28.8
Radio	19	18.2
Friend or family member who is a policeman	15	14.4
Police recruiting teams	15	14.4
Chief	15	14.4
Leader	12	11.5
High school guidance counselor	7	6.7
Other vocational counselor	6	5.7
Friend, family member employed by NYC	5	4.8
TV	5	4.8
Received flier at subway from civilian	3	2.9
Public Library	1	.9
Military base announcement	1	.9

[a]Multiple responses permitted.

Table 7

INTERVIEW SCHEDULE 7

ATTRACTIVE FACTORS - INTERESTED PORTION OF SAMPLE

Factor	Number of Responses[a]	Percent (of 104)
Pay	48	46.1
Job security	44	42.3
Feeling that comes from helping others	41	39.4
Fringe benefits	36	34.6
Opportunity to help maintain law and order	31	29.8
Prestige of the job	15	14.4
Variety in the work	13	12.5
Chance to make own decisions	11	10.5

[a]Multiple responses permitted.

Table 8

INTERVIEW SCHEDULE 8

UNATTRACTIVE FACTORS - UNINTERESTED PORTION OF SAMPLE

Factor	Number of Responses[a]	Percent (of 90)
Job too dangerous	32	35.5
Police have too little authority, respect from public	18	20.0
Dealing with public too difficult	15	16.6
Wish to remain in present position	13	14.4
Wish to continue education	7	7.7
Doubt acceptance by the NYCPD	5	5.5
No driver's license	5	5.5
Police salary insufficient	4	4.4
Thought medical exam would be too difficult	4	4.4
No high school diploma	3	3.3
Thought written exam would be too difficult	2	2.2
Called to military service	2	2.2

[a]Multiple responses permitted.

2. THE QUESTIONNAIRE

METHODOLOGY

Questionnaires were mailed to 2,752 persons who applied but failed to appear for the Patrolman's Examination on April 5, 1969.* This questionnaire and its covering letter appear in Appendix B. The questions were similar to those asked during the interviews described in the preceding section. Those receiving the questionnaire differed from the interviewees in one important respect. The interviewees were selected in the absence of any information about their interest in police work. The questionnaire respondents, on the other hand, had at least shown enough interest to enter into the Department's recruitment process, although they dropped out at an early stage.

Because the NYC Department of Personnel accepted pre-applications after the official cut-off date, our sample was not the entire group of all applicants who failed to appear for the exam. A total of 5,054 persons appeared for the examination. One hundred questionnaires were returned to us without having reached the addressees for such reasons as wrong addresses. Therefore, 2,652 questionnaires should have reached the potential respondents.

Nine hundred and seventy-nine, or 36.91 percent, of those 2,652 questionnaires were completed and returned. The respondents were racially identified as 529 whites, 288 blacks, 141 Puerto Ricans, and 21 "others" and/or unknowns.

PROFILE OF THE RESPONDENTS**

The geographical breakdown of our mailings and responses is as follows:

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*More precisely, our potential sample of 2,752 comprised all those who had filed a pre-application for the April examination on or before the cut-off date of March 25, 1969, but who did not show up for the examination on April 5.

**This profile of the respondents is based on 920 of the 979 returned questionnaires. The 59 additional questionnaires were received in mid-July 1969, after our computer analysis of the other 920 had been completed prior to the presentation of this study to the NYCPD in August 1969. While we performed an additional computer run of all 979 questionnaires for the Substantive Responses, we did not think it necessary to do the same in order to update this profile. The 920 questionnaires used in this profile include 502 whites, 266 blacks, 135 Puerto Ricans, and 17 "others".

Mailings

Borough of Exam Center	Number of Prospective Examinees To Whom Questionnaires Were Sent
Manhattan (including 152 applicants from Staten Island and 138 from outside metropolitan New York)	704
Bronx	624
Brooklyn	798
Queens (including 133 applicants from Nassau and Suffolk counties)	626
Total	2,752

Responses

	Total	White	Black	Puerto Rican	Percentage of Respondents Who Were Black or Puerto Rican
Brooklyn	224	119	82	16	43.7
Bronx	204	71	60	68	62.7
Queens	187	139	40	7	25.1
Manhattan	115	29	53	30	72.1
S.I.	54	47	6	1	12.9
Nassau	28	23	4	1	17.8
Suffolk	25	23	1	1	8.0
Westchester	16	12	3	1	25.0
Other	22	17	3	1	18.1

NOTE: Only 875 respondents indicated their county of residence.

The average age of the black respondents was 24; the average was 23 for both the Puerto Rican and white portions of the respondent group. Sixty-seven percent of the black respondents, 52 percent of the Puerto Rican and 72 percent of the white respondents were high school graduates.

Most of the high school graduates, regardless of race, received "general" or "vocational" diplomas (57.1 percent of the blacks, 54.0 percent of the Puerto Ricans and 47.7 percent of the whites who were high school graduates having received diplomas of one of these two kinds). A significant number of the white and black respondents, 28.8 and 21.4 percent respectively, were recipients of academic diplomas, a much higher percentage than the 8.1 percent of the Puerto Rican high school graduates. Similarly, 31 percent of the white, 23.5 percent of the black, and 11.9 percent of the Puerto Rican respondents indicated that they had some college training or were college graduates.

The percentages of respondents, by race, who had been on active duty in the U.S. Armed Forces were somewhat surprising. A significantly larger percentage of the white respondents (59.4 percent) than of the blacks (48.9 percent) or Puerto Ricans (39.6 percent) were veterans.

The overwhelming majority of the respondents in all races were employed -- 90.5 percent of the blacks, 85 percent of the Puerto Ricans, and 84.3 percent of the whites. In all three classes, over 90 percent of the jobs held were full-time.

Because they had filed for a Patrolman's Examination and, in addition, had taken the time to complete the questionnaire, the high interest of respondents in law enforcement careers with the NYCPD was to be expected. It is interesting that failure to appear is not a sign of loss of interest in such careers. A larger proportion of the minority respondents (84.4 percent of the blacks and 81.5 percent of the Puerto Ricans, compared to 71.5 percent of the whites) indicated they had "a great deal of interest" in being policemen. Among the whites, there existed a correspondingly larger number of persons with "a fair amount of interest" in being policemen (26 percent of the whites, as opposed to 12.5 percent of the blacks and 17.7 percent of the Puerto Ricans).

The men believed that their wives or other close family members had favorable opinions of policemen in general and of their choosing police careers for themselves. More respondents believed their close family members had favorable opinions of policemen in general than believed their families approved of such jobs for them. On both these questions, more white respondents than black and Puerto Rican respondents believed their families had negative views of police work in general and of police careers for them personally.

The great majority of these young men were aware that study materials for the Patrolman's Examination are available (74.6 percent of the blacks, 67.9 percent of the Puerto Ricans, and 81 percent of the whites). To a somewhat lesser degree a majority knew that civil service schools offered preparatory courses (67.3 percent of the blacks, 51.2 percent of the Puerto Ricans, and 72.6 percent of the whites).

On the other hand, less than a quarter of these respondents, of all three races, knew of the free one-day preparation course offered prior to the April 1969 examination at three locations in predominantly minority communities.

Fewer of the minority candidates knew of the study materials or civil service school courses available, but such knowledge would have affected these potential recruits more positively; 89.2 percent of the black and 82.4 percent of the Puerto Rican respondents, compared to 71.4 percent of the white respondents, indicated that with such knowledge they "probably would have taken the exam." In similar proportions, more of the blacks (87.4 percent) and Puerto Ricans (86.2 percent) than the whites (71.8 percent) indicated that they intended to apply for the next Patrolman's Examination.

SUBSTANTIVE RESPONSES

The questionnaire respondents learned of the examination -- or of opportunities as patrolmen with the NYCPD -- in the ways set forth in Tables 9-11. It is not surprising that referrals by family members or other close personal associates of the respondents who were members of the NYCPD was the most often mentioned source of knowledge by each of the three racial groups, as this source of knowledge has time and again proven its importance for prospective applicants for jobs of all kinds. Similarly, the frequent mention of one of the NYC civil service newspapers, The Chief, was to be expected, since persons signing pre-applications for any patrolman's written examination have some prior interest in civil service jobs.

For the last several examinations, the NYCPD has notified people of upcoming Patrolman's Examinations through newspaper advertisements and

Table 9

QUESTIONNAIRE - SCHEDULE I

SOURCE - BLACK RESPONDENTS

Source	Number of Responses[a]	Percent (of 288)
Friend or family member who is a policeman	130	45.1
Chief	113	39.2
Recruiting teams	74	25.6
Daily News	58	20.1
Leader	51	17.7
Friend or family member employed by NYC	41	14.2
Public Library	20	6.9
Military base announcement	19	6.5
Radio	16	5.5
Received flier at subway station from civilian	16	6.0
NYCHA project office	13	4.5
TV	3	1.0

[a]Multiple responses permitted.

Table 10

QUESTIONNAIRE - SCHEDULE II

SOURCE - PUERTO RICAN RESPONDENTS

Source	Number of Responses[a]	Percent (of 141)
Friend or family member who is a policeman	83	58.8
Recruiting teams	34	24.1
Chief	33	23.4
Daily News	22	15.6
Military base announcement	18	12.8
Friend or family member employed by NYC	15	10.6
Received flier at subway station from civilian	12	8.5
Leader	11	7.8
Radio	9	6.4
NYCHA project office	8	5.7
Public Library	7	5.0
TV	4	2.8

[a]Multiple responses permitted.

Table 11

QUESTIONNAIRE - SCHEDULE III

SOURCE - WHITE RESPONDENTS

Source	Number of Responses[a]	Percent (of 529)
Friend or family member who is a policeman	308	58.2
Chief	186	35.2
Friend or family member employed by NYC	77	14.5
Daily News	77	14.5
Recruiting teams	64	12.1
Leader	35	6.6
Military base announcement	26	4.9
Public Library	24	4.5
Received flier at subway station from civilian	18	3.4
Radio	11	2.1
TV	9	1.7
NYCHA project office	3	0.5

[a]Multiple responses permitted.

spot announcements on the various radio and television stations in the New York area. The questionnaire respondents were queried on radio and television announcements in general and on information appearing in one specific newspaper, the New York Daily News.*

From Tables 9-11, it would seem that two of the three general media presently used -- radio and television spots -- are not very effective in reaching young men similar to the respondents. The importance of the Daily News, however, is well demonstrated in these tables: its relative importance among youths of all races appears to be the same.

From the responses received it appears that the NYCPD's mobile recruiting teams reach, on a percentage basis, twice as many black and Puerto Rican prospective applicants as similarly inclined white youths. This is some evidence that the teams are performing relatively well the task for which they were formed -- that of encouraging minority youths to consider law enforcement careers with the NYCPD.

Tables 12-14 set forth the respondents' rankings of the attractive factors of law enforcement work listed in item 6 of the Questionnaire. In these tables the answers given to item 6 are described both by frequency of citation and the average ranking of a particular response in a field of three. The respondents rated the factors on a scale of three denoting with "1" the most attractive aspect to them, with "2" their next choice and with "3" the third most attractive aspect of police work to them.

Tables 12-14 also show that the five aspects of police work most frequently cited as attractive are almost the same for the black,

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*The New York City Department of Personnel has advertised upcoming Patrolman's Examinations in newspapers other than the Daily News, including ethnic newspapers and those distributed in only specific areas of the New York area. As measured by previous surveys conducted by the NYCPD at examination centers and reflected in the opinions of recruitment officials in both the Department of Personnel and the NYCPD, these advertisements had so little effect that it was thought unnecessary to ask about them.

Table 12

QUESTIONNAIRE - SCHEDULE IV

ATTRACTIVE FACTORS - BLACKS

Factor	Number of Responses[a]	Percent (of 288)	Average Ranking
Opportunity to help maintain law and order	158	54.9	1.81
Feeling that comes from helping people	130	45.1	1.88
Fringe benefits	126	43.7	2.16
Pay	119	41.3	1.95
Job security	119	41.3	1.92
Prestige of the job	57	19.8	2.24
Variety in the work	35	12.1	2.31
Chance to make own decisions	12	4.2	2.25
Other	13	4.5	2.07

[a]Multiple responses permitted.

Table 13

QUESTIONNAIRE - SCHEDULE V

ATTRACTIVE FACTORS - PUERTO RICANS

Factor	Number of Responses[a]	Percent (of 141)	Average Ranking
Opportunity to maintain law and order	87	61.7	1.71
Feeling that comes from helping people	68	48.2	1.92
Job security	47	33.3	1.95
Prestige of the job	46	32.6	2.08
Pay	40	28.4	2.07
Fringe benefits	38	26.9	1.94
Variety in the work	20	14.2	2.6
Chance to make own decisions	5	3.5	2.60
Other	6	4.2	2.16

[a]Multiple responses permitted.

Table 14

QUESTIONNAIRE - SCHEDULE VI

ATTRACTIVE FACTORS - WHITES

Factor	Number of Responses[a]	Percent (of 529)	Average Ranking
Fringe benefits	280	52.9	2.09
Job security	273	51.6	1.86
Pay	258	48.7	2.09
Opportunity to help maintain law and order	191	36.1	1.82
Feeling that comes from helping people	160	30.2	1.96
Variety in the work	104	19.6	2.30
Prestige of the job	94	17.8	2.21
Chance to make own decisions	29	5.4	2.4
Other	20	3.8	1.7

[a]Multiple responses permitted.

Puerto Rican, and white respondents. For both of the minority population groups (Tables 12 and 13), the "opportunity to help maintain law and order" and the altruistic "feeling that comes from helping people" are the most frequently cited favorable aspects of law enforcement careers. These responses differ from the responses of the white youths (Table 14), most of whom thought other characteristics of the profession were more attractive than these two factors.

The reasons these people gave for not taking the April 5, 1969 Patrolman's Examination for which they filed pre-applications are set forth in Tables 15-17. From the information on these tables it appears that many young men, of whatever race, who have some interest in law enforcement careers have jobs requiring them to work on Saturdays, since "had to work" is most frequently mentioned as a reason for not taking the examination by all three racial groups. The most significant differences among the three groups appear to be: twice as many of the Puerto Rican and white respondents as blacks believe the public has insufficient respect for the police (and believe this more strongly, as indicated by the average rankings of this response for the three racial groups); the lack of high school diplomas and driver's licenses affects more minority youths than white respondents; the white respondents exhibit significant apprehension about both the medical examination and the written examination, whereas the minority respondents have significant apprehension concerning the written examination only; and white youths are more inconvenienced in getting to the examination centers.*

In item 17 of the Questionnaire, the respondents were asked to give their own ideas as to how the NYCPD could get more young men like themselves to become New York City Policemen. Fifty-three percent (141) of the black respondents, 61.5 percent (83) of the Puerto Rican, and 61.7 percent (310) of the white respondents offered ideas for improving the recruitment efforts of the NYCPD.**

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*This can possibly be explained by the fact that for the last several exams the Department of Personnel has used as examination centers schools in minority communities in the hopes of making the centers more convenient for minority applicants.

**These figures are from 920 of the 979 questionnaires. See second footnote on p. 17.

Table 15

QUESTIONNAIRE - SCHEDULE VII

REASONS FOR NOT TAKING EXAM - BLACKS

Factor	Number of Responses[a]	Percent (of 288)	Average Ranking
Had to work	59	20.5	1.42
Personal or family illness	36	12.5	1.52
No high school diploma	36	12.5	1.38
Thought the written exam would be too difficult	36	12.5	1.88
Overslept	30	10.4	1.66
No driver's license	22	7.6	2.40
Did not receive notification	20	6.9	1.40
Police do not have necessary authority, respect, etc. from civilians	20	6.9	2.05
Accepted another position	19	6.6	1.89
Exam center inconvenient	19	6.6	2.15
Wish to continue education	17	5.9	1.94
Forgot	17	5.9	2.29
Thought medical exam would be too difficult	15	5.2	1.93
Wish to remain at present job	14	4.9	2.42
Job of policeman too dangerous	13	4.5	2.00
Public difficult to deal with	7	2.4	2.42
Called to Army	6	2.1	2.50
Moved from NYC	5	1.7	2.60
Pay insufficient	5	1.7	2.00
Observing religious holidays[b]	3	1.0	2.00

[a]Multiple responses permitted.

[b]Saturday, April 5, 1969 was the day before Easter Sunday.

Table 16

QUESTIONNAIRE - SCHEDULE VIII

REASONS FOR NOT TAKING EXAM - PUERTO RICANS

Factor	Number of Responses[a]	Percent (of 141)	Average Ranking
Had to work	25	17.7	1.48
No high school diploma	24	17.0	1.5
Police do not have necessary authority, respect, etc. from civilians	19	13.5	1.84
Thought written exam would be too difficult	18	12.8	1.83
Personal or family illness	16	11.3	1.75
No driver's license	14	9.9	2.42
Exam center inconvenient	12	8.5	2.0
Wish to continue education	11	7.8	2.18
Forgot	9	6.4	1.55
Wish to remain at present job	8	5.7	1.62
Thought medical exam would be too difficult	7	4.9	2.0
Overslept	6	4.2	2.0
Accepted another position	5	3.5	1.60
Job of policeman too dangerous	5	3.5	2.0
Public difficult to deal with	5	3.5	2.40
Did not receive notification	2	1.4	2.5
Called to Army	1	0.7	3
Pay insufficient	2	0.7	1.5

[a] Multiple responses permitted.

Table 17

QUESTIONNAIRE - SCHEDULE IX

REASONS FOR NOT TAKING EXAM - WHITES

Factor	Number of Responses[a]	Percent (of 529)	Average Ranking
Had to work	116	21.9	1.54
Police do not have necessary authority, respect, etc. from civilians	95	17.9	1.81
Exam center inconvenient	86	16.2	1.87
Thought medical exam would be too difficult	45	8.5	2.08
Thought written exam would be too difficult	39	7.4	1.94
No high school diploma	39	7.4	1.35
Wish to remain at present job	33	6.2	2.0
Personal or family illness	32	6.0	1.31
Job of policeman too dangerous	30	5.7	2.20
Accepted another position	29	5.5	1.70
Wish to continue education	29	5.5	1.86
No driver's license	28	5.3	2.25
Overslept	27	5.1	1.85
Public difficult to deal with	21	3.9	2.42
Pay insufficient	20	3.8	2.15
Did not receive notification	16	3.0	1.5
Forgot	12	2.3	1.75
Called to Army	11	2.1	1.27
Moved from NYC	11	2.1	1.81
Observing religious holidays	4	0.7	2.25

[a]Multiple responses permitted.

The sample of more than 500 responses contained various suggestions. Some altered photographs to show their interpretations of advertisements; many included moving personal letters expressing their deep interest in law enforcement careers, their difficulties in getting by one or more of the several steps leading to appointment, and suggestions concerning which standards (sometimes all) should be raised or lowered. It is impossible, without reproducing these responses verbatim, to convey the obviously deep interest many of these young men exhibited toward careers with the NYCPD. Those recruiting suggestions proferred most frequently by these young men are briefly stated in Tables 18-20.

Table 18

QUESTIONNAIRE - SCHEDULE X

RECRUITING SUGGESTIONS - BLACK RESPONDENTS

Suggestion	Number of Respondents	Percent (of 141)
Advertise the opportunity to help and serve others	28	19.8
Advertise the fringe benefits of the job	23	16.3
Make use of community contacts (schools, boys clubs, nearby military bases, and colleges) to recruit	23	16.3
Advertise the opportunity to help maintain law and order	14	9.9
City should provide special training school for those who want to be policemen (or a special course in local high schools)	14	9.9
Advertise the pay	13	9.2
Advertise the job security	12	8.5
Improve the image of police through advertising and stronger police-community relations programs	12	8.5
Advertise the prestige and respect of the job	11	7.8
Improve the starting salary	9	6.4
Make requirements easier (especially for veterans)	9	6.4
Advertise equal opportunities for advancement	8	5.6
Give more frequent examinations	6	4.2

Table 19

QUESTIONNAIRE - SCHEDULE XI

RECRUITING SUGGESTIONS - PUERTO RICAN RESPONDENTS

Suggestion	Number of Respondents	Percent (of 83)
Advertise fringe benefits of the job	16	19.2
Make use of community contacts (schools, boys clubs, nearby military bases, and colleges) to recruit	14	16.8
Advertise the opportunity to help maintain law and order	12	14.4
Advertise the opportunity to help and serve others	8	9.6
Advertise the prestige and respect of the job	6	7.2
Increase authority of the police to enforce the laws rigorously	6	7.2
Make requirements easier (especially for veterans)	6	7.2
Improve the image of police through advertising and stronger police-community relations programs	5	6.0
City should provide special training school for those who want to be policemen (or a special course in local high schools) to prepare Spanish speaking young men	5	6.0
Change eyesight requirements	4	4.8
Change height requirements	4	4.8
Improve the starting salary	4	4.8

Table 20

QUESTIONNAIRE - SCHEDULE XII

RECRUITING SUGGESTIONS - WHITE RESPONDENTS

Suggestion	Number of Respondents	Percent (of 310)
Increase the authority of the police to enforce the laws rigorously	63	20.3
Make use of community contacts (schools, boys clubs, nearby military bases, and colleges) to recruit	55	17.7
Advertise the fringe benefits of the job	41	13.2
Advertise the pay	27	8.7
Advertise the job security	23	7.4
Give more frequent examinations, with better time and location	22	7.0
Change eyesight requirements	21	6.7
Improve starting salary	20	6.4
Improve the image of police through advertising and stronger police-community relations programs	15	4.8
Advertise the opportunity to help and serve others	14	4.5
Make medical requirements less rigorous	14	4.5

3. THE ATTRACTION OF CANDIDATES: DISCUSSION, EVALUATIONS, AND RECOMMENDATIONS

Reaching a sample of the population that had taken no steps to become New York City Policemen, the interviews show that radio and Daily News advertisements, though both relatively inexpensive, were together responsible for informing almost three times as many persons of career possibilities with the NYCPD as was the NYCPD's mobile recruiting teams, the most expensive method used. This fact is even more striking than one might assume because:

- For the April 1969 examination no money was spent on Daily News advertisements. Rather, only small feature stories and editorials, both free, appeared in that newspaper in the week preceding the examination. Moreover, only $4,752.21 was spent on advertisements for the January examination. (The bulk of this amount was spent in the News, but a breakdown of actual expenditures by media is unavailable from the Department of Personnel.)
- For radio ads, the air time used has been free; the only expenses have been $400.00 spent in preparation of the tapes used by various stations in the City preceding the examination.

A. Annually, $150,000 is spent on operating the five mobile recruiting teams.* A modest but very sound investment would be to place

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*Recruiting team costs were as follows:
(Data from A. J. Tenzer, J. Benton, and C. Teng, Applying the Concept of Program Budgeting to the New York City Police Department, The Rand Corporation, RM-5846-NYC, June 1969.)

10 patrolmen in 5 teams @ $9,000/year		$ 90,000
1 lieutenant, 75% time, @ $13,800/year		10,350
2 patrolmen (clerical), 30% time		5,400
Total salaries . . .	$105,750	
Pensions, benefits, etc. (35.1% of salaries)		37,118
5 cars @ $1,200/year (includes amortization of investment cost)		6,000
Recruitment material		622
Miscellaneous supplies		400
		$149,890

advertisements in the Daily News and on radio stations (particularly the two stations named by interviewees, WWRL and WLIB). From our conversations with representatives of these media in 1969, we received the following information:

1. Daily News

Full-page advertisement	$4,640.00 daily
One-half page	$2,320.00 daily
One-quarter page	$1,260.00 daily
One-eighth page	$ 630.00 daily

There are no special rates for public-service ads. But additional premium rates for special placement of ads would probably not be necessary; desirable spots for NYCPD ads, such as the second sports page, are not premium spaces.

2. Radio Stations

One-minute ads - 12/week	WLIB*	WWRL**
Prime time	6-9:30 a.m. 4-7:00 p.m.	6-10 a.m. 3-7 p.m.
	$29/ad, or $348/week	$47/ad, or $564/week
Non-prime time	$26/ad, or $312/week	$42/ad, or $504/week
30-second ads - 12/week		
Prime time	$22/ad, or $264/week	$35/ad, or $420/week
Non-prime time	$20/ad, or $240/week	$32/ad, or $384/week

*WLIB's representative stated that WLIB was the first station to be used for minority recruitment by the NY State Employment Service, and that others, including NY Telephone, have also had good results from minority recruitment ads placed with WLIB.

**WWRL's representative mentioned his concern about the futility of public agencies using public-service time since, because of the great competition for placement, such free advertisements are necessarily placed at odd hours. He further stated that WWRL had been highly successful in reaching minority persons aged 18-34 for such employers as NY Telephone.

The problem of recruiting sufficient numbers of minority youths into law enforcement work is a concern of many other large urban police departments. A search of the pertinent literature reveals many instances where police departments make use of extensive, professionally prepared advertising material in the general news media of their areas.* These efforts have included the use of local and national public figures in the political or entertainment world, as well as local civic figures. In this regard, it is difficult to envision a city with as much promotional talent to draw upon for designing or implementing a recruiting campaign as has New York. There is every reason to believe that prominent advertising agencies would be willing to prepare material for an extensive NYCPD minority recruiting effort as a public service.**

Results from the questions posed in the Interviews (Tables 2 and 7), from the Questionnaires (Tables 12 and 13), and from the suggestions of the young men themselves (Tables 18 and 19) indicate that minority youths find two non-monetary values of the job more important than the pay, fringe benefits, and security.*** Similar data on the white respondents (Tables 14 and 20) show that the non-monetary motives are relatively less important to them.

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*See, for example, the description of the campaign undertaken by the Philadelphia department in A National Survey of Police and Community Relations, The National Center on Police and Community Relations, School of Police Administration and Public Safety, Michigan State University, Government Printing Office, Washington, D. C., January 1967, p. 274; and Guidelines for a Community or Statewide Police Recruiting Campaign to Recruit Minority Officers, A Report of the Police Recruitment Project of Michigan, Inc., Detroit, Michigan, 1968.

**See Saunders, "A Report: Police Recruiting in Detroit," Traffic Digest, New York, New York, July 1968, p. 2; and C. Sinclair, "Creativity with a Conscience," Clio, Festival Publications, Inc., New York, New York, April 1969, p. 11. These articles describe a campaign devised for the Detroit Police Department as a public service by the Detroit office of a national advertising agency.

***For substantiation of the service orientation of young men interested in police careers by surveys conducted in another city, see Recruitment and Retention Factors in the Metropolitan Police Department, Century Research Corporation, Arlington, Va., July 1966, p. 56.

Some recommendations are:

1. Accordingly, any ads used to recruit minority candidates should emphasize those things which appear to make law enforcement careers attractive to minority youths: especially "the feeling that comes from helping people," the "opportunity to help maintain law and order," and also, of course, the pay, fringe benefits, and security. Any mention of the opportunity to serve others or to help maintain law and order should stress the opportunity to do this within minority communities, since so many of our respondents in their answers to item 17 of the questionnaire indicated that they wished to be policemen in order to alleviate the problems of unsavory conditions in their own communities.

2. Because the Daily News reaches a general population, as, to a lesser extent, do the named radio stations, any appeal in these media specifically directed towards minority populations should be made explicit by featuring high-ranking minority officers, and well-known minority group public figures and entertainers. This could be done by photographs of such people in newspaper ads (and any feature stories the Department is able to obtain), by indicating over radio the race of the officer speaking, and by emphasizing the need for more minority policemen.

3. Interviewees underestimated a starting patrolman's salary by 10.8 percent. By the present time this would be an underestimation of 15.7 percent. The relatively high salary accruing to new patrolmen joining the NYCPD, especially after the recent increases, should be prominently featured in all recruitment literature.

B. Among questionnaire respondents, a larger percentage of minority groups than whites cited the lack of a high school diploma or a valid driver's license, and the supposed difficulty of the written examination as disincentives to appearing for and taking the Patrolman's Examination. Accordingly, the NYCPD should:

1. Through its posters, hand-out literature, recruiting teams, and other publicity, state clearly that a candidate can acquire a high school diploma or equivalency certificate after passing the written Patrolman's Examination.

2. Cooperate extensively with the Guardians Association and the Department of Personnel in their efforts toward establishing civil service preparation courses in minority communities. These courses should be similar to, but more extensive than, the one-day course given before the April 1969 examination at locations in the South Bronx, South Brooklyn,

> and East Harlem. The last was attended by 150 young men. The NYCPD should help in the selection of sites, in the provision of course material, and in publicizing such courses. The NYCPD should also encourage its commands at locations in minority communities to institute efforts similar to the two-week, Saturday evening preparatory course given at the Brooklyn North Division headquarters by policemen stationed there prior to an examination.

C. Question 9 of the Interview Form queried people on their knowledge of what arrest or conviction records automatically disqualified persons from careers with the NYCPD. Of those responding, 73 percent answered the first part of the question correctly (whether a juvenile offender can be a policeman), 81.6 percent chose the correct answer for the second part (that a convicted felon cannot join the NYCPD), and 51.7 percent similarly for the third part (that an adult arrest record does not necessarily bar one from joining the NYCPD). But it should be noted that only 35 percent of the respondents answered all three sections of this question accurately. The Department should attempt to find discreet ways of letting the public know what are and are not automatic disqualifiers for police candidates.

D. > It was ... felt to be disastrous if recruiting for the police department were left to the civil service commission within the city, ... because the commission would naturally tend to treat police work as "just another job" whereas a special effort is needed to overcome community hostility and apathy....*
>
> The idea of using police officers to aid in recruiting has merit, but men who are trained in police work should not be asked to be experts in personnel recruiting. The recruiting section should be directed by professionally trained personnel specialists.** (emphasis added)

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*Programs and Prospects for Recruiting Minority Groups for Jobs with the Police, Lawyers Committee for Civil Rights Under Law, Washington, D. C., 1968, p. 4.

**Century Research Corporation, op. cit., p. 74.

These two seemingly contradictory quotations highlight a difficult problem for any minority recruiting efforts undertaken by the NYCPD. Professional help is needed in recruiting campaigns, and too many conflicting demands are placed on those people most available to provide that help -- the staff of the Department of Personnel's Bureau of Recruitment and Community Programs. To be sure, the Department of Personnel does somewhat regard the NYCPD as just another civil service position. With its total responsibility for the City's civil service recruitment, it must perforce concentrate its limited manpower and budget on those positions most urgently needed at any given moment. Despite the very real need for more black and Puerto Rican policemen in New York, this Department cannot always give this need its highest priority. Moreover, according to Department of Personnel representatives, the community organizations which assist them in recruiting for other civil service positions are quite resistant to solving the problems of police recruiting. This continued resistance to community involvement may lead to ever decreasing efforts toward any future betterment. Department of Personnel spokesmen have also stated that full-time police recruiting must be done by the NYCPD, through its mobile recruiting teams, in light of Personnel's many other recruiting responsibilities and limited resources.

Some NYCPD officials, on the other hand, having in mind the fact that the Department of Personnel has a recruiting budget while the NYCPD does not, and that the responsibilities for processing NYCPD applicants are divided between the two agencies, regard candidates as primarily the "property" of the Department of Personnel in the first steps of the process. The mobile recruiting teams are therefore viewed, at least in part, as adjuncts to the Department of Personnel.

We strongly urge that the NYCPD regard the entire process of increasing its minority representation, from initial contact through examinations and processing to appointment, as its own problem which it alone can solve. This means, among other things, that the NYCPD should have its own separate recruiting budget and not be dependent upon some ill-defined portion of the Department of Personnel's recruiting budget for the reasons stated above.

It also means that the NYCPD should make strenuous efforts to improve its present recruiting techniques and appointment processes. The Department's current major recruiting effort (mobile recruiting teams) are, we think, effective both as an immediate recruiting mechanism and as a means of establishing, through their presence, the Department's genuine desire to gain more minority officers.

These teams could be measurably improved, however, if their members were trained in professional recruiting techniques and more thoroughly grounded in the requirements for joining the NYCPD, including better knowledge of which requirements must be satisfied pre-examination and which pre-appointment, and precisely what background items are and are not automatic disqualifiers of potential candidates.*

In the matter of equipment, the teams could do a much better job if more adequately prepared. The use of patrol cars, with a small display set up outside the car, make it all but impossible for the teams to recruit in their normal way in cold or inclement weather. Their posters are not professionally prepared, nor are they particularly attractive or informative, and, indeed, there is nothing

*An Institute staff member observed a recruiting team misinform candidates on these points.

about the entire modus operandi of these teams which would indicate that improving minority representation in the NYCPD is, to the NYCPD, a high priority matter.

Even with the most sophisticated training, members of the recruiting teams would find it all but impossible to attract a maximum number of candidates with their present equipment. One more patrol car parked on a busy New York corner does not attract undue attention, nor would someone necessarily know its presence was for recruiting purposes. Without megaphones and more striking printed material, it is all but impossible for the team members, even with the best of intentions, to effectively reach potential candidates among the passersby. The need for more efficient and more attractive recruiting vehicles has been recommended so often it need only be reported here without elaboration.* The teams' other tools should also be upgraded immediately. As mentioned above, the contacts with the community used by the Department of Personnel have proved rather ineffective for police recruiting. Such contacts that the NYCPD might make for itself would, moreover, benefit both its recruiting and community relations efforts over time. Therefore, the NYCPD should consider taking the following actions through the Commissioner's Office or the Chief of Personnel's Office:

1. Address letters to a representative number of minority community leaders. These letters should request their help in steering likely candidates to the NYCPD. The letters should be sent in particular to community leaders having rapport and working with such organizations or activities as outdoor summer basketball tournaments and the Harlem Festival. These activities are geared toward a population likely to contain many qualified candidates. The effort would involve the community more in the NYCPD's recruiting problems. It would also help overcome the well-known

*Washington, D. C., with a force less than one-sixth the size of the NYCPD, has used two recruiting vans with striking results. (Fifty percent of their recruit classes have been black since those vans have been used.) Oakland, California, also a much smaller force, used one for a while in minority communities, but the results were viewed as not cost-effective by the Oakland PD and its use was discontinued.

community antipathy toward the police, by having the recruiting teams make their first visit at the invitation of respected members of the minority communities.*

2. If the NYCPD has professionally trained recruiting specialists available on its Force, it obviously should utilize these men to direct its recruiting efforts. On the other hand, if such specialists do not presently exist on the Force, it is likely in the long run to be more cost-effective to hire civilian recruiting specialists rather than to train existing members of the Force. One source of recruiting expertise for a population similar to that from which the NYCPD draws could be the Armed Forces recruiting specialists. If the desired recruiting specialists are still on active duty with the Armed Forces, perhaps a consulting arrangement could be established. If retired, these people could be hired full- or part-time to direct the total effort and to train the police used in recruiting. Whatever the hiring arrangement chosen, we think the director of this effort should be a minority group member himself.

E. As mentioned above, we experienced a 36.9 percent rate of return on the questionnaire mailed to those young men not appearing for the examination. The racial breakdown of the responses -- 43.8 percent black and Puerto Rican -- would suggest that pre-examination attrition among minority group members may be higher than among white potential candidates. The 43.8 percent figure is substantially higher than the minority percentage present at any patrolmen's examination. Because a simple request for cooperation and assistance evoked such a favorable response from this drop-out population, both in toto and among minority group members, we suggest the following:

1. In the week or so preceding the examination, a better allocation of the time of some of the members of the mobile recruiting teams would be to telephone or to write personal letters to those persons who have filed pre-applications for the examination. Any letters used in this effort should specifically mention which requirements must be met before the examination and which can be satisfied thereafter. The telephone

*In light of the increasing demands from community leaders for more police protection, any efforts in this regard would, we think, reach an audience already favorably disposed towards the effort.

calls could also be used to clear up such questions.

2. For future examinations, similar efforts should be made to encourage candidates, particularly minority candidates, to stay in the process during the three critical attrition points after the examination: first, immediately before the medical-physical examination; second, returning the PA-15 forms; and third, during the conduct of the background investigations.

   We think such efforts would prove more fruitful proportionately for minority group candidates even if applied universally. Many minority respondents took the time to write letters thanking us for showing interest in their abortive candidacies. Also, 87 percent of the minority respondents, as compared to 72 percent of the whites, indicated an intention to take the next examination. Finally, most writings on other minority recruitment efforts indicate that an "open door" policy is not enough, but rather that some additional effort is often required for successful recruitment of non-whites.*

F. The results of the April 5, 1969 examination were made known on June 24, 1969 (failures) and June 30, 1969 (passes). Prior to April, examinations were given January 18, 1969 and July 20, 1968. After April, an examination was given June 28, 1969, and one was scheduled for the latter part of October.

   The length of time between examinations, the time necessary for results to be made known, and the spasmodic scheduling of examinations all compare unfavorably with what other large police departments have done, particularly those engaged in efforts to increase minority representation.**

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* In 1965, an intensive recruiting campaign of the Philadelphia Police Department filled vacancies amounting to one-seventh of its total complement. That department found the use of personalized letters to all persons between the ages of 20 and 35, and to their wives and relatives, particularly effective with minority-group applicants.

** For example, Philadelphia, during its above-mentioned recruiting campaign, had an "Instant Exam Center" open every day in City Hall, and continues to give examinations 8:30 a.m. to 8:30 p.m. Monday through Saturday. Test papers are graded immediately and the follow-up medical exam for successful candidates is scheduled at the convenience of the candidate and can be the next day. The Washington, D. C., and Oakland, California, departments also give examinations daily, Monday through Friday. St. Louis has examinations twice a week, which are graded immediately, and when the Chicago Police Department has vacancies, examinations are scheduled weekly. The average time from examination to appointment: Chicago, 3 to

Moreover, although a small amount of personalized effort has produced proportionately greater favorable results among minority candidates,* there is an inordinate delay which NYCPD candidates must bear that may increase minority attrition disproportionately.**

The entire process -- written examinations (and their frequency), medical and physical examinations and background investigations -- should be carefully reviewed with a view towards substantially reducing the time required to complete the entire process.

G. For subsequent examinations, the NYCPD should develop an information system that traces minority candidates from their first contact with the NYCPD through to appointment or non-appointment. This would enable the NYCPD to evaluate those recruitment programs on realistic bases, e.g., the number of minority candidates that any given program, advertisement, or recruiting team attracted to an examination, or the number of successful minority candidates any program has reached. This would give the NYCPD a continually updated body of data on which to make decisions regarding which programs to emphasize, which to strengthen, and which to discontinue.

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6 weeks; Philadelphia, 5 to 6 weeks; Oakland, 3 weeks to 3 or 4 months; St. Louis, 2 to 6 weeks.

* See the first footnote on page 45.

** The Police Recruitment Project of Michigan, Inc., established to improve minority recruitment of police agencies in that state, reported that: "More qualified men and women were lost in Michigan because of long delays in processing applications than for any other reason." A Report of the Police Recruit Project of Michigan, Inc., op. cit., p. 10.

Part II

THE RETENTION OF CANDIDATES

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THE RETENTION OF CANDIDATES

Important as it is to attract minority candidates, the usefulness of such efforts will be lost if the applicants drop out of the recruitment process before they are appointed police officers. We therefore undertook a small additional effort to determine the extent to which candidates drop out and to suggest remedies where needed.

In this part of the Report, particular attention is paid to the time between the civil service examination and appointment, when a significant loss of candidates was known to occur. Our primary aim was to identify the major points of applicant attrition, the attrition probabilities at each phase, and some of the factors that operate to reduce the original number of applicants to those ultimately appointed.

We have analyzed, in detail, exam number 6083, given on January 21, 1967. Data on this exam are maintained by the Personnel Investigation Section of the New York City Police Department. This particular exam was selected for four reasons. First, of the examinations given after the Police Department introduced its minority recruitment program in October 1966, it is one of the few for which the vast majority of passing candidates had been completely processed (94 percent) by the beginning of 1969 when this research began. We therefore were able to establish the approximate proportion of black and Puerto Rican candidates, compared to whites, actually appointed since the minority recruitment efforts began. Second, before the examination took place, there had been approximately three months for the minority recruitment efforts to have had some impact. Third, the fact that nearly 5,000 applicants took the exam ensured an adequate representation of black and white appointees who might be analyzed in detail at some later date. Finally, the official police application forms (known as PA-15's) for this group were easily accessible in files both of the Chief Clerk and of the Personnel Investigation Section.

4. APPLICANT ATTRITION

The attrition of applicants who passed exam 6083 is presented in Figure 1.* With only 6.1 percent of the applicants still under active investigation as of May 29, 1969, the majority had been entirely processed. The data show that there is a substantial attrition at each phase of the selection process. Of the 2,939 applicants who exhibited objectively the intellectual qualifications for police work by passing the competitive test, 648 or 22.0 percent failed to appear for the medical-physical exam. Of the 2,291 persons who did appear, 597 or 26.1 percent failed.**

Substantial loss also occurred after the medical-physical. Exactly 300 character investigations either never began or were discontinued because the candidate was declared "uncooperative" by the Police Department. This designation is usually applied to a candidate who has passed the written and medical-physical exams and then either fails to submit the PA-15 form he was issued, or submits an incomplete form. In fewer cases the candidate is termed "uncooperative" for missing a required interview or failing to cooperate in some other part of the background investigation.

The most striking observation from our data is that 1,545 applicants, or just over half of those who passed the written exam, never reached the phase in the recruitment process where PA-15 forms are processed. It is also interesting that less than a third of the men who passed the exam actually were appointed to the force. This may be related to the fact that, at present, candidates wait an average of 17 months from the day of taking the exam to final appointment.

It is important to note that prior to processing the PA-15 forms, most of the attrition resulted from the candidate's apparent lack of motivation to act during the lengthy process of recruitment and was not due to rejection by the Department of Personnel or the Police Department. The Department of Personnel rejected only 597 men (or 20.3 percent of those who passed the exam). In 948 cases (or 32.2 percent) candidates

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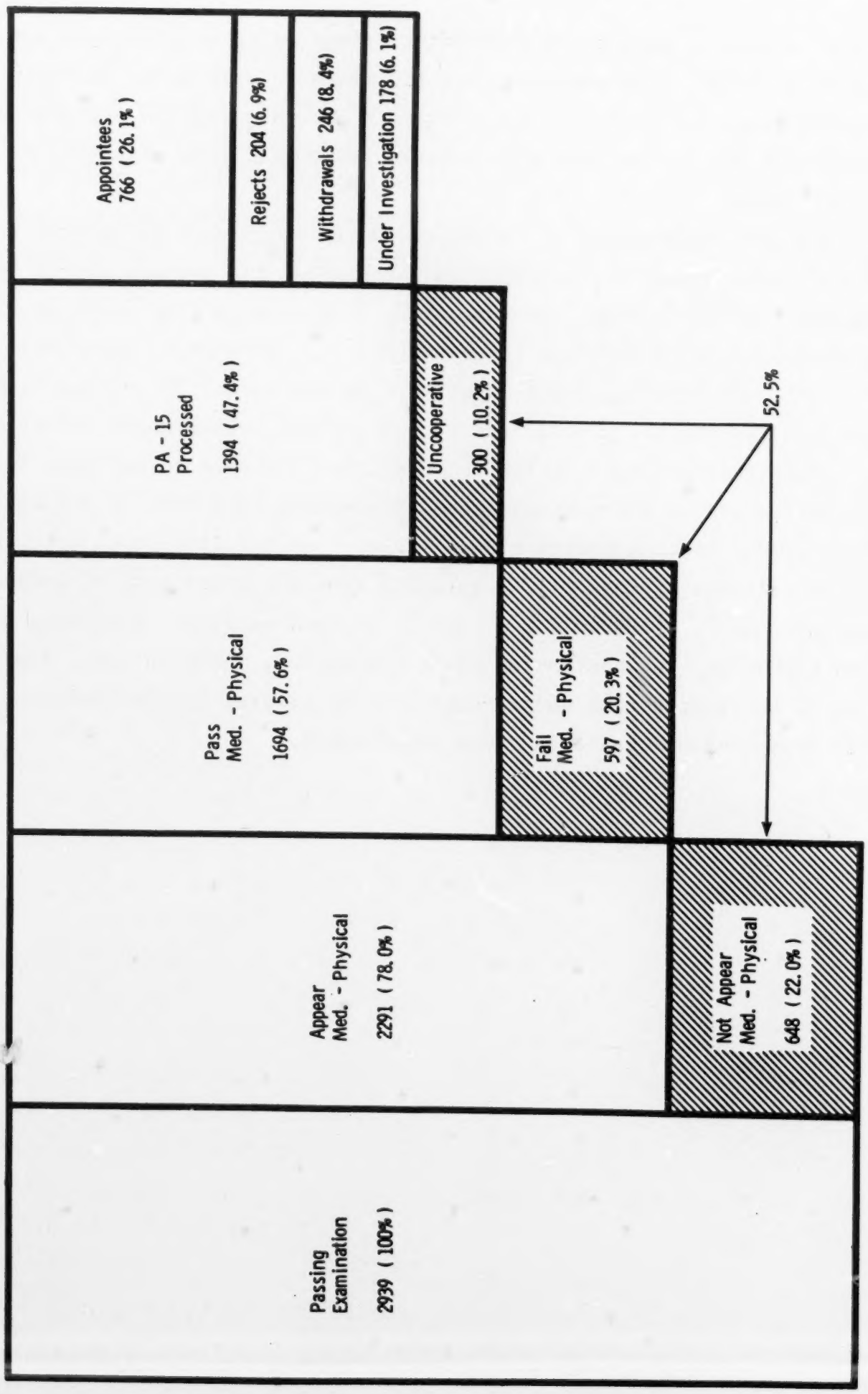
*For a description of the steps in the appointment process, see Introduction, pp. xxi-xxv.

**326 candidates failed the medical and 271 the physical. This constitutes 20.3 percent of the total who passed the exam.

Figure 1

ATTRITION AMONG APPLICANTS - NYCPD EXAMINATION 6083 (As of May 29, 1969)



failed either to appear for the medical-physical or to submit or complete the PA-15 form. This suggests that significant improvement in retention of candidates can follow by encouraging and motivating the applicants to appear for all the various appointments and to fill out properly the required forms.

Further examination of candidate attrition (Figure 1) reveals that once an application is submitted and processed, the probability of appointment is quite high. Approximately 55 percent of the 1,394 candidates processed by the background investigators were eventually appointed. In fact, only 14.6 percent were rejected. An additional 18 percent withdrew from the application process and 13 percent were still under investigation.

The final point of attrition where the candidate rather than the Department requests discontinuation of processing involves the 246 applicants who withdraw after submitting PA-15 forms. Admittedly, almost every personnel recruitment process will eventually generate a category of individuals who voluntarily withdraw for a variety of reasons (i.e., acquiring a job with higher pay, or continuing one's education). Nevertheless, implementation of the suggestions and recommendations offered in the final section of this Report might result in fewer withdrawals.

5. ESTIMATES OF PUERTO RICAN AND BLACK ATTRITION

Statistics by race or ethnic origin are neither maintained systematically throughout the recruitment process nor are they available on any standard forms. One of the major reasons for this is to protect the candidates from any possible discrimination during the selection process. Therefore, we can only estimate the attrition probabilities for Puerto Ricans and blacks at some stages of the recruitment process.*

In order to obtain estimates for Puerto Rican candidates we identified applicants with Hispanic names who passed the examination. These candidates were then followed through to appointment using the same procedures employed for the total cohort. We feel we have good estimates of the probabilities associated with each phase of the attrition process.

Table 21 compares the various phases of the recruitment process for candidates with Hispanic names (and presumed to be Puerto Ricans) with all other candidates (mostly whites, but including blacks). The distributions of attrition are approximately equal except in two instances. First, a greater proportion of "Puerto Rican" (32 percent) than non-Puerto Rican (26 percent) candidates were appointed, and second, fewer "Puerto Rican" candidates failed the medical-physical. While 21 percent of the white and black candidates did not pass the exam, only 12 percent of the "Puerto Ricans" failed.

A slightly higher proportion of (presumed) Puerto Ricans (10 percent) than whites and blacks (7 percent) were rejected. But this difference, as the disparity among appointees, can easily be accounted for by the greater proportion of non-Puerto Ricans (6 percent) as compared to Puerto Ricans (3 percent) who still are under investigation. The overall conclusion from these data is that attrition patterns of Puerto Rican candidates who pass the police exam do not differ appreciably from that of their white counterparts.

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*For purposes of monitoring the success of minority recruitment programs, approximate head counts were made at recent civil service exams by those administering the test. There is no way to verify the reliability of these counts.

Table 21

COMPARISON OF ATTRITION OF PUERTO RICAN AND NON-PUERTO RICAN APPLICANTS, NYCPD EXAM 6083 (AS OF JUNE 30, 1968)

Disposition	Puerto Rican		Non-Puerto Rican	
	Number	Percent	Number	Percent
Failed to appear	26	24	622	22
Failed medical-physical	13	12	584	21
Uncooperative	14	13	286	10
Rejects	11	10	193	7
Withdrawals	8	7	238	8
Appointed	35	32	731	26
Under investigation	3	3	175	6
Total	110	100.0	2829	100.0

We would like to obtain estimates of the number of black candidates and their proportion in the population of candidates taking the examination to understand the possible leverage that policy measures might have at this stage in the overall process. We were able to establish these values for the Puerto Rican group by using the group with Hispanic names as a proxy. No such convenient procedure exists for the blacks, since neither the Police Department nor the Department of Personnel maintains statistics on the race of applicants for the examination. The race of the candidate is known for the first time when he submits a PA-15 form.

The NYCPD estimates that as many as one-third of those who currently take the qualifying examination are minority-group members.* In the interest of conservatism, we will base our analysis and discussion on a lower figure, and assume that 15 percent of those who took (and passed) the examination were blacks. By making a conservative estimate, we assure that our calculations do not overestimate the proportion of black candidates who drop out of the process.

Figure 2 shows the numerical consequences of our assumption. The black group becomes an estimated 441 individuals at the start. Since we know from the PA-15 forms that 178 black candidates were processed by the Personnel Investigation Section, we can impute the estimated number 263, representing the group that did not submit or complete PA-15 forms. Such individuals do not appear for the medical-physical, fail the medical-physical, or are termed "uncooperative."

These assumptions lead to an estimate that nearly 60 percent of the black candidates drop out or are rejected before the police department has a chance to undertake character investigations. (The actual ratio may well be higher, in view of our initial, conservative assumption that only 15 percent of the applicants were black.) This estimate is consistent with assertions made by scholars, police officers and interested laymen that the loss rate among blacks is probably larger than for their white counterparts. One intuitively imagines that any disincentives operating upon the applicants would be significantly stronger for minority group members.** Consequently, any improvements in the overall processing of all applicants would lead to a larger proportion of appointed black candidates. In any event, 263 candidates not reaching the processing phase would be a substantial figure.

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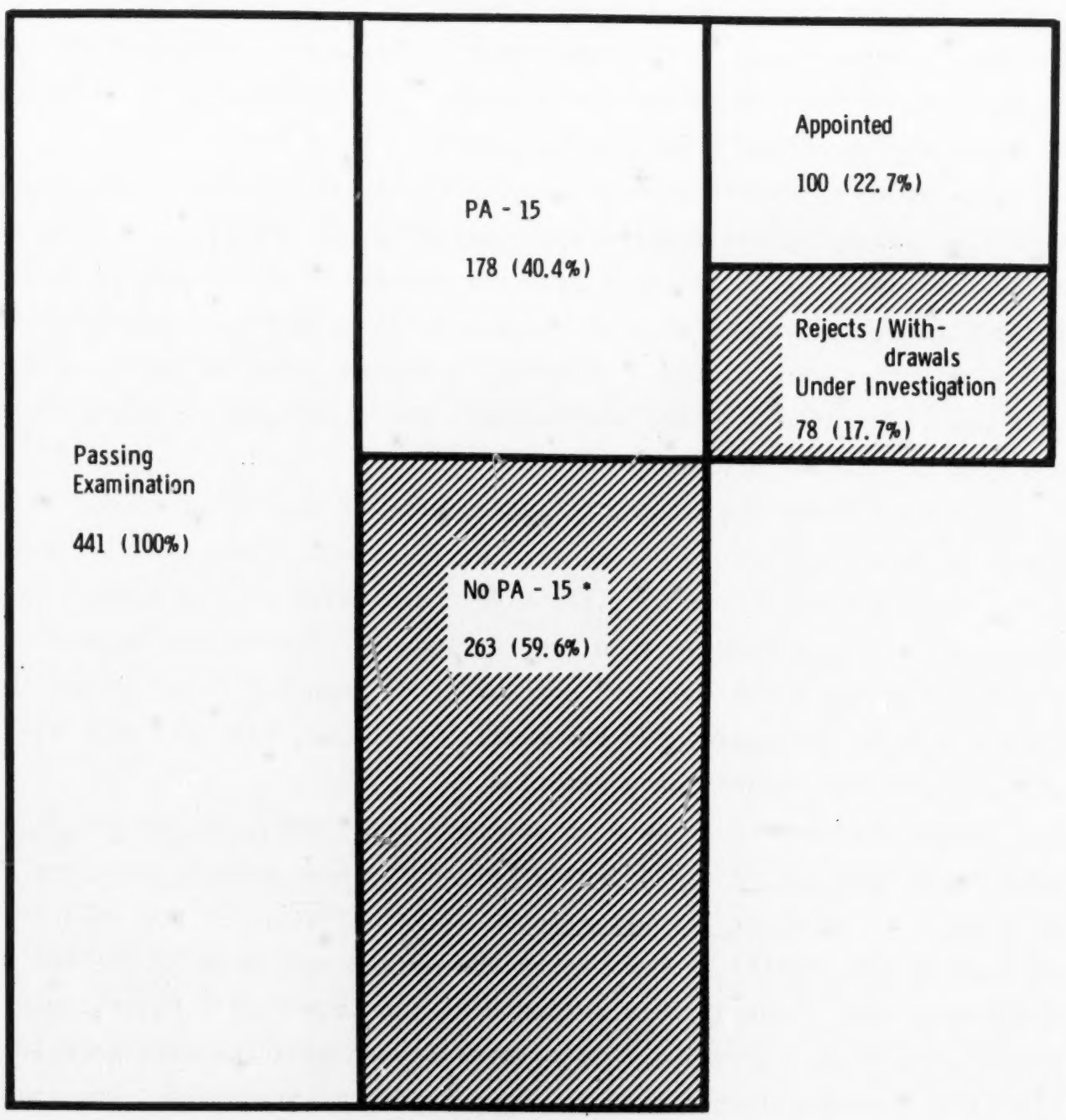
*For example, see p. xix of this Report.

**For instance, the need for an immediate job, insecurity about past personal records, pessimism about the usefulness of persevering, etc.

Figure 2

ESTIMATED APPLICANT ATTRITION AMONG BLACK APPLICANTS - NYCPD EXAMINATION 6083



* Either Because : (1) Did not appear for Med. - Physical
(2) Failed Med. - Physical
(3) Failed to submit or complete PA - 15 form

Note: On the basis of an assumed proportion of 15 per cent Blacks in the population passing examination 6083.

If one accumulates the number of such candidates in this category after each exam given every year, the numbers are much more significant. Clearly, therefore, retaining minority candidates already exhibiting the intellectual qualifications for police work may be just as important as improved recruitment efforts aimed at the universe of eligibles.

To illustrate, let us assume that 50 percent of the candidates who never reach the character investigation processing phase submit completed PA-15 forms. This means that 131 out of the initial 263 "dropouts" would be processed. We know from the current number of blacks who already have been processed that the rate of appointment once candidates reach the foregoing phase is 56 percent. That is, 56 out of 100 men who are processed are appointed - or in our example, 73 men. Thus, if the Department retained only one-half of the blacks who passed the exam and were subsequently lost, we would expect to achieve a substantial increase in black appointees - 73 percent above the number of blacks actually appointed in this sample.

6. ANALYSIS OF FINAL STATUS

Once candidates submit PA-15 forms the race of the applicant can be determined from either his fingerprint card, where this item is recorded, or his photograph. Therefore, the final status of black, white and Puerto Rican candidates who were investigated by the Personnel Investigation Section is known and need not be estimated.

The data in Table 22 show, for candidates of different races, the final dispositions of "rejected," "appointed," "withdrew," and "still under investigation." One striking pattern discernible from the data is that there are no significant differences among blacks, whites and Puerto Ricans in the proportions appointed, rejected or who withdrew. The proportions of black and Puerto Rican candidates rejected are 17 and 19 percent respectively compared to 14 percent for whites. The small difference in rejection between the races is due either to sampling variability or in the fact that a greater proportion of whites (14 percent) than blacks (10 percent) or Puerto Ricans (5 percent) are still under investigation.

Table 22

FINAL STATUS OF BLACK, PUERTO RICAN, AND WHITE CANDIDATES WHO PASSED NYCPD EXAM 6083 AND WERE PROCESSED BY THE DEPARTMENT (AS OF JUNE 30, 1969)

Status	Blacks		Puerto Ricans		Whites	
	Number	Percent	Number	Percent	Number	Percent
Appointed	100	56	35	62	631	54
Rejected	31	17	11	19	162	14
Withdrew	30	17	8	14	208	18
Under investigation	17	10	3	5	158	14
Total	178	100.0	57	100.0	1159	100.0

These two factors are also reflected in the "appointment" category where the order among the races remains the same: Puerto Ricans exhibit the highest proportion of appointees (62 percent), then blacks (56 percent) and finally whites (54 percent). Slightly more whites are under investigation because the data on Puerto Ricans and blacks were obtained a few weeks later, thereby giving the character investigators additional time to process black and Puerto Rican candidates. It should also be noted, though the differences are small, that a slightly higher proportion of white candidates (18 percent) withdrew compared to blacks (17 percent) and Puerto Ricans (14 percent).

These findings are especially significant because they constitute some evidence in support of the view that discrimination does not appear to be operating in the selection process from the time the candidate submits a PA-15 to disposition of his final status. Also, our data reflect the desire on the part of police management to increase minority representation in the Department. Further, wide use of the two review boards where rejected candidates may automatically appeal their final disposition has probably discouraged introduction of personal feelings by individual investigators.

The absence of discrimination in character investigation not only affects candidates to be investigated, but it should also exert a strong influence on potential applicants. Knowledge that candidates of all races are assessed fairly should encourage a greater number of minority group members to pursue a police career.

Current Minority Group Representation

Although we have shown that the proportions of black, white and Puerto Rican candidates rejected and accepted by the Personnel Investigation Section are approximately equal, the proportion of appointees by no means corresponds to the proportions in the City population.*

*It may well be that for those recent exams where head counts showed that 24 to 32 percent of the applicants were minority group members, the proportion of appointees will also increase.

Table 23 presents the proportion of appointees (for exam 6083) by race compared with the population of the City. It may be observed that blacks comprise approximately 19 percent of the City's population but contribute only 13 percent of those appointed.* Similarly, about 12 percent of the City's population is comprised of Puerto Ricans, yet only 5 percent of the appointees are of this race. Accordingly, while 69 percent of the City's population is white, 82 percent of the appointees are white. The evidence in this Report suggests that the underrepresentation of minority group members is not due to differences in background investigation techniques but rather results from a combination of factors operating prior to the time the police initiate character investigations. One of these factors is the high rate of attrition among applicants who successfully pass the exam but never reach the character investigation phase (i.e., they do not appear for medical-physical, fail the medical-physical, do not submit PA-15).

Table 23

RACIAL COMPOSITION OF APPOINTEES FOR NYCPD EXAM 6083
COMPARED WITH THE POPULATION OF THE CITY OF NEW YORK

Appointees	Number	Percent	Population NYC (percent)
Blacks	100	13	19
Puerto Ricans	35	5	12
Whites	631	82	69
Total	766	100.0	100.0

*See pp. 287 and 290 of The New York Times Encyclopedic Almanac 1971, The New York Times Book & Educational Division, New York, New York, 1970. The population estimate for blacks is based upon projections for 1970 which appear in the Congressional Quarterly, Inc. The Puerto Rican population estimate is based upon data from the Migration Division, Commonwealth of Puerto Rico (and other sources not identified).

7. THE RETENTION OF CANDIDATES: SUMMARY AND RECOMMENDATIONS

The major findings of Part II of this Report include:

1. Though blacks and Puerto Ricans comprise approximately 30 percent of the city's population, only 18 percent of all police appointees are of these races.
2. Fewer than a third of all candidates who passed the competitive exam are finally appointed as probationary patrolmen.
3. More than half of all candidates who passed the competitive written exam (52.5 percent) drop out of the recruitment process before submitting detailed background information forms required by the Police Department prior to appointment.
4. A slightly higher percentage of black candidates (an estimated 60 percent) drop out of the recruitment process or are rejected before the Police Department has a chance to undertake character investigations.
5. The attrition patterns of Puerto Rican candidates who pass the police exam do not differ appreciably from those of their white counterparts.
6. Most candidate attrition seems to result from the individual's ostensible lack of motivation to act during the lengthy process of recruitment rather than resulting from outright rejection by either the Department of Personnel or the Police Department.
7. On the average, the recruitment process lasts 17 months from the time a candidate takes the written exam to final appointment as a probationary patrolman.
8. Approximately 60 percent of those who passed the exam but were not appointed had simply failed to fulfill all the procedural requirements of the application process. The remaining 40 percent were rejected because they did not pass either the medical-physical or the character investigation.
9. During the personal character investigation by the Police Department, there are no significant differences among blacks, whites, and Puerto Ricans in the proportions appointed or rejected.

RECOMMENDATIONS

Emerging from the foregoing analysis are a number of recommendations that could help increase minority representation in the NYCPD. They are guided by the rationale that retaining minority candidates is as important as recruiting them. A minority retention program involves a concentrated effort which focuses upon a select few who have already exhibited desired qualifications as well as interest in police work. This concentrated effort should be implemented in addition to the more diffuse minority recruitment programs currently employed by the NYCPD to attract the eligible black and Puerto Rican populations.

It should be noted that most of these recommendations apply to applicants of all races. Their implementation should improve the overall recruitment process by retaining more potential "dropouts," white, black or Puerto Rican; this in turn would lead to fewer exams and lower processing costs. As previously stated, one feels intuitively, though it is difficult to prove, that this would result in the retention of a greater proportion of black candidates, because black attrition rates at various phases subsequent to the exam are probably higher than corresponding rates exhibited by whites.

Without trying to exhaust the possibilities for action, the following measures, which incidentally are quite simple and inexpensive, are suggested:

1. Personal letters might be sent to all who pass the NYCPD qualifying exam encouraging the candidates to appear for the medical-physical. This is in addition to the IBM card that is currently mailed to each candidate notifying him of the exam. This might decrease the 22 percent rate for candidates who pass the exam but fail to appear for the medical-physical.

2. The scheduling of the medical-physical should be expedient and swift. Also, applicants might be given an alternate date to appear for the exam.

3. Letters and/or phone calls might be employed to encourage no-show candidates to appear on an alternate date.

4. All candidates who pass the medical-physical should be encouraged to complete and submit their PA-15 forms. This is particularly important for those who do not know where to obtain certain pieces of information or required documents. Many candidates are also reluctant to file forms because they fear the information requested might either incriminate them or lead to automatic rejection. They may mistakenly think a minor conviction for assault, for instance, automatically disqualifies them. These problems are particularly relevant to minority group applicants because of the socioeconomic differences between the races and the fact that minority members are more likely to be arrested than whites for minor offenses.

In order to deal with these problems, the police department should:

- o Attach an instruction sheet to the PA-15 form instructing the candidate how to fill out the form and where to obtain the required documents.
- o Notify the candidate of a location (and telephone number) where help is provided to fill out the PA-15 form.
- o Send letters and/or make phone calls to candidates encouraging them to complete the forms.
- o Enlist the aid of the Guardians Association, the Hispanic Society and other minority group organizations to contact and encourage the prospective candidates.

5. The police department should introduce measures to shorten the time between passing the exam and appointment. On the average, a candidate waits 17 months from the day he took the civil service exam to appointment. For instance, the Department should consider methods for increasing the efficiency of the Personnel Investigation Section so that candidates will not have to wait so long for final results.

6. The Department should set up a recording system to monitor the success of minority recruitment efforts.

The implementation of all or part of these suggestions should have a self-perpetuating effect. Increases in minority representation should engender greater confidence in the Department among blacks and Puerto Ricans, which in turn will lead to more and higher quality applicants and fewer dropouts. The net result should be greater police efficiency and improved police-community relations.

Appendix A

INTERVIEW FORM

INTERVIEW FORM

The City of New York and The Rand Corporation are trying to improve the recruitment methods of the New York City Police Department. This questionnaire is aimed at learning more about your knowledge of and attitudes toward a law enforcement career in New York City. There is no need to sign the questionnaire, as we want your answers to remain confidential. Your remarks will be a valuable aid in designing a more effective recruiting campaign and building a better police department.

1. (a) Did you know that there are positions open for policemen in the NYC Police Department?

__ Yes

__ No

(b) If yes, how did you learn of these openings? (Check all which apply)

__ Police recruiting teams

__ Chief

__ Leader

__ Daily News

__ Friend who is a policeman

__ Family member who is a policeman

__ Friend or family member who is employed by the City of New York

__ Radio station announcement (_____) which one

__ NYC Housing Authority office

__ TV station announcement (_____) which one

__ Received flier at subway entrance from civilian

__ Public Library

__ Announcement on U.S. military base

__ High School Guidance Counselor

__ Other vocational counselor

__ Other

2. How much per week do you think a new policeman makes? _____

3. (a) Are you presently employed?

__ Yes

__ No

(b) If yes, about how much per week do you earn?

__ Below $75

__ $75-$100

__ $100-$125

__ $125-$150

__ Above $150

4. Indicate your degree of interest in being a policeman compared with your present job.

__ No interest

__ A little interest

__ A fair amount of interest

__ A lot of interest

5. Which of the following aspects of police work are most appealing to you. (Check all which appeal to you.)

__ None

__ the pay

__ the job security

__ the fringe benefits of the job (for example, retirement benefits, holiday pay, sick leave, etc.)

__ the prestige and respect that comes from being a policeman

__ the feeling that comes from helping people

__ the chance to make your own decisions

__ the variety in the work

__ the opportunity to help maintain law and order

__ other _____
(please specify)

6. Which of the following things makes you not interested in police work (please check all which apply in your case).

__ Wish to remain in present position

__ Police do not have necessary authority, respect, etc., from civilians

__ Dealing with the public too difficult

__ Salary of policemen insufficient

__ Don't have high school diploma or equivalent

__ The job of a policeman is too dangerous

__ Wish to continue education

__ Think the written exam would be very difficult to pass

__ Think the medical examination would be too difficult to pass

__ Don't think the Police Department would accept me

__ Called for military duty

__ Don't have driver's license

7. What would your friends think of your being a policeman?

__ that it is a good job for you

__ that it is not a good job for you

__ no strong feelings either way

__ other _____
(please specify)

8. Not many people know about study books and courses for the written exam, do you?

__ Yes

__ No

9. Are the following statements true or false:

True	False	
____	____	A juvenile offender cannot be a policeman.
____	____	A person who has been convicted of a felony cannot be a policeman
____	____	An adult arrest record disqualifies a person from becoming a policeman.

10. Please indicate highest grade of school that you completed. _____

11. Age (in years) _____.

12. To which of the following groups do you belong?

__ Negro

__ Puerto Rican

__ White

__ Other _____
(please specify)

13. Present marital status:

__ Single

__ Married

__ Separated

__ Divorced

__ Widowed

Appendix B

QUESTIONNAIRE

The City of New York

DEPARTMENT OF PERSONNEL
220 CHURCH STREET, NEW YORK, N. Y. 10013

SOLOMON HOBERMAN, *City Personnel Director*

Dear Sir:

The City of New York and The Rand Corporation are trying to improve the recruitment methods of the New York City Police Department.

One of the things we hope to learn from this study is why many young men like you, who have shown an interest in becoming policemen, did not appear to take the written test held on April 5. Our concern is that New York City may be losing the talents of many young men who would make fine policemen. Naturally, we want to sustain the interest in law enforcement careers you showed by filing a pre-application for the written examination.

Please help us try to gain a better understanding of the situation and how to improve it by completing the enclosed questionnaire.

Do not sign the questionnaire, as we want your answers to remain confidential.

We have enclosed a stamped, self-addressed envelope for your convenience.

Thank you for your cooperation.

Sincerely,

Solomon Hoberman
City Personnel Director

QUESTIONNAIRE

1. Age (in years) _____

2. To which of the following groups do you belong?

3-1 ☐ Negro

3-2 ☐ Puerto Rican

3-3 ☐ White

3-4 ☐ Other _____
(specify)

3. Present marital status:

4-1 ☐ Single

4-2 ☐ Married

4-3 ☐ Separated

4-4 ☐ Divorced

4-5 ☐ Widowed

4. How did you learn of, or become interested in, this exam? (If more than one, please indicate by checking appropriate boxes.)

5-1 ☐ Police recruiting teams

6-1 ☐ Chief

7-1 ☐ Leader

8-1 ☐ Daily News

9-1 ☐ Friend who is a policeman

10-1 ☐ Family member who is a policeman

11-1 ☐ Friend or family member who is employed by the City of New York

12-1 ☐ Radio station announcement (_____)
which one

13-1 ☐ NYC Housing Authority office

14-1 ☐ TV station announcement (_____)
which one

15-1 ☐ Received flier at subway entrance from civilian

16-1 ☐ Public Library

17-1 ☐ Announcement on U.S. military base

18-1 ☐ Other _____
(please specify)

5. Indicate your degree of interest in being a policeman compared with your present job. (If unemployed, please rate your general interest in becoming a policeman.)

19-1 ☐ Very little interest

19-2 ☐ A fair amount of interest

19-3 ☐ A great deal of interest

6. Which of the following aspects of police work most interested you in becoming a policeman. (Please indicate the top three things of appeal to you by placing a "1" before your first choice, a "2" before your second, and a "3" before the third most attractive aspect to you.)

20 ☐ the pay

21 ☐ the job security

22 ☐ the fringe benefits of the job (for example, retirement benefits, holiday pay, sick leave, etc.)

23 ☐ the prestige and respect that comes from being a policeman

24 ☐ the feeling that comes from helping people

25 ☐ the chance to make your own decisions

26 ☐ the variety in the work

27 ☐ the opportunity to help maintain law and order

28 ☐ other _____
(please specify)

7. What does your wife (if unmarried, the member(s) of your family to whom you feel closest) think of:

a) Your being a policeman?

29-1 ☐ that it is a good job for you

29-2 ☐ that it is not a good job for you

29-3 ☐ no strong feelings either way

29-4 ☐ other _____
(please specify)

b) Policemen in general?

30-1 ☐ that being a policeman is a good job

30-2 ☐ that being a policeman is not a good job

30-3 ☐ no strong feelings either way

30-4 ☐ other _____
(please specify)

8. Which of the following things made you decide not to take the examination (please indicate your top three reasons by placing a "1" before the most important reason to you, a "2" before the second most important to you, and a "3" before your third most important reason.

31 ☐ Wish to remain in present position

32 ☐ Have accepted another position

33 ☐ Police do not have necessary authority, respect, etc., from civilians

34 ☐ Dealing with the public too difficult

35 ☐ Salary of policemen insufficient

36 ☐ Don't have high school diploma or equivalent

37 ☐ The job of a policeman is too dangerous

38 ☐ Exam center inconvenient to get to

39 ☐ Had to work

40 ☐ Wish to continue education

41 ☐ Didn't receive notification

42 ☐ Forgot about it

43 ☐ Personal illness or illness in family

44 ☐ Thought the written exam would be very difficult to pass

45 ☐ Thought the medical examination would be too difficult to pass

46 ☐ Called for military duty

47 ☐ Don't have driver's license

48 ☐ Moved out of NYC area

49 ☐ Overslept

50 ☐ Observing religious holidays

51 ☐ Other _____
(please specify)

9. Were you aware of:

a) Study books and materials for the examination?

52-1 ☐ Yes

52-2 ☐ No

b) Preparation courses for the examination offered by civil service schools (Delehanty Institute, etc.)

53-1 ☐ Yes

53-2 ☐ No

c) Free preparation courses offered by government agencies.

54-1 ☐ Yes

54-2 ☐ No

d) If your answers to(a), (b), and (c) are "No", would the availability of any of these have affected your decision concerning taking the exam?

55-1 ☐ Probably would have taken the exam

55-2 ☐ Probably still would not have taken the exam

☐ Does not apply

10. Do you intend to apply for the next exam for patrolmen?

56-1 ☐ Yes

56-2 ☐ No

11. In what county do you live?

57-1 ☐ New York (Manhattan)

57-2 ☐ Kings (Brooklyn)

57-3 ☐ Queens

57-4 ☐ Richmond (Staten Island)

57-5 ☐ Bronx

57-6 ☐ Nassau

57-7 ☐ Suffolk

57-8 ☐ Westchester

57-9 ☐ Other _____
(specify)

12. (a) Please check number of years of high school that you have completed.

58-0 ☐ None

58-1 ☐ 1

58-2 ☐ 2

58-3 ☐ 3

58-4 ☐ 4

58-5 ☐ Graduated

(b) Years of college, if any

59-0 ☐ None

59-1 ☐ 1

59-2 ☐ 2

59-3 ☐ 3

59-4 ☐ 4

59-5 ☐ Graduated

13. (a) If you are a high school graduate, please check the type of diploma you received.

60-1 ☐ Academic

60-2 ☐ Commercial

60-3 ☐ General

60-4 ☐ Technical

60-5 ☐ Vocational

60-6 ☐ High School Equivalency

60-7 ☐ G.E.D.

60-8 ☐ Does not apply

14. (b) Please specify any other schooling and/or special skills_____

_____

15. What armed forces experience have you had?

61-1 ☐ None

61-2 ☐ Active Duty

Type of discharge

62-1 ☐ Honorable

62-2 ☐ Dishonorable

62-3 ☐ Other

63-1 ☐ Reserve only

63-2 ☐ National Guard

63-3 ☐ R.O.T.C.

16. Were you employed at time of filing pre-application form?

64-1 ☐ Yes

64-2 ☐ No

a) If yes, please provide the following information concerning that employment.

Occupation	By whom employed	How long employed	Average Salary
_____	_____	_____	_____

b) That job was:

65-1 ☐ Full time

65-2 ☐ Part time

c) Are you still on that job?

66-1 ☐ Yes

66-2 ☐ No

17. In the space provided below, please tell us how you would try to get more young men like yourself to become New York City Policemen.

Appendix C

PA-15 FORM

List Number
Examination Number

CITY OF NEW YORK

POLICE DEPARTMENT

INSTRUCTIONS

Failure to return this questionnaire, properly completed, within ten days, will result in removal of your name from the eligible list.

Answer every question. Leave no blank spaces. If a question does not apply to you, write N/A (Not Applicable). Where an answer box is provided, enter YES or NO.

Section 50, Civil Service Law states that a candidate may be rejected "Who has intentionally made a false statement of a material fact or practiced, or attempted to practice, any deception or fraud in his application, in his examination, or in securing his eligibility for appointment."

New York City Administrative Code, Section 1151—9.0 states: **"Any person who shall knowingly make a false statement or who shall knowingly falsify or allow to be falsified any certificate, form, signed statement, application or report required under the provisions of this code or any rule or regulation of any agency promulgated thereunder, shall be guilty of an offense and upon conviction thereof shall be punishable by a fine of not more than $500 or imprisonment of a term of not more than 60 days or both."**

Personally typewrite or print this form: (1) legibly, (2) in blue or black ink only, and (3) in duplicate. (Carbon copy permitted.) See oath on last page.

Where you are directed to give further details on a separate sheet:

1. **Use ONLY 8½ x 11 inch paper.**
2. **Submit it in duplicate.** (Carbon copy permitted.)
3. **Put your name and list number at the top of each sheet.**
4. **Precede each answer with the number of the question being answered. More than one answer may be put on a sheet.**

1. SURNAME	FIRST NAME	MIDDLE NAME	LIST OTHER NAMES YOU HAVE BEEN KNOWN BY AND ATTACH STATEMENT GIVING REASONS THEREFOR

2. BIRTH RECORD

MONTH	DAY	YEAR	PLACE OF BIRTH (City, County, State, Country)

3. CITIZENSHIP RECORD

If a naturalized citizen, check below if you are a citizen by virtue of a naturalization certificate issued to:

☐ Self ☐ Parent ☐ Spouse

4. RESIDENCES SINCE LEAVING ELEMENTARY SCHOOL

(Start with earliest address and include present one)

TO MONTH - YEAR	NUMBER AND STREET	POST OFFICE AND ZONE NO.	CITY	STATE

5. DESCRIPTION OF PRESENT RESIDENCE

NAME WITH WHOM PRESENTLY RESIDING	RELATIONSHIP	TELEPHONE NO.	APT. NO.	FLOOR	☐ FRONT ☐ REAR ☐ NORTH ☐ EAST ☐ SOUTH ☐ WEST

6. LIST ALL ARRESTS AND ANY POLICE INVESTIGATIONS NOT RESULTING IN ARREST

(Include Juvenile Delinquency, Youthful Offender, Wayward Minor and Family Ct. Proceedings)

DATE OF OCCURRENCE	CITY OR TOWN AND STATE	CHARGE	DISPOSITION

7. SUMMONS RECORD

(List ALL summonses served on you or your vehicle by a police officer, court or other authority, in any state, for violations of parking regulations, traffic regulations, vehicle and traffic laws or any other criminal law. ALSO list court summonses in civil matters)

DATE OF VIOLATION	CITY OR TOWN AND STATE	VIOLATION	COURT DISPOSITION AND DATE

8. COMPLAINT, COURT AND HEARING RECORD

(List ALL incidences in which you were a complainant or witness in a criminal case, except as listed in question 6; also administrative hearings, or investigative hearings by a city, state, federal agency or grand jury)

DATE	CITY OR TOWN AND STATE	COURT OR INVESTIGATIVE BODY	WHO WAS DEFENDANT AND WHAT WAS THE PURPOSE OF THE HEARING?

9. MOTOR VEHICLE OWNERSHIP RECORD

(List ALL motor vehicles ever owned by you, together with all license plate numbers ever issued to you. Also list vehicles for which you generally had permission to drive, e.g., owned by parent, wife, husband or other relative, business partner, etc.)

LICENSE PLATE NO.	USED IN WHAT YEAR(S)?	MAKE OF VEHICLE	YEAR OF MFR.	OWNER OF VEHICLE

10. UNPAID SUMMONSES

Do you now have ANY unpaid summonses outstanding against you for parking or any other violation in the use of the above vehicle(s)? If YES, give details on separate sheet.

Answer ☐

11. REVOCATION OR SUSPENSION OF VEHICLE REGISTRATION

Have you ever had your motor vehicle registration revoked or suspended? If YES, give details on separate sheet.

Answer ☐

12. PISTOL AND REVOLVER RECORD

(List ALL pistols and revolvers presently possessed or possessed in the past. If possessed under a license, or other authority, give necessary information)

PERIOD COVERED FROM	TO	MAKE	MODEL	SERIAL NO.	CALIBRE	LICENSE NO. (OR AUTHORITY TO CARRY)	ISSUING AGENCY

LOYALTY

INSTRUCTIONS:

The words "subversive organization" as used here means any group or organization which supports, follows, or which is in sympathy with the principles of Communism or any other subversive doctrine or is listed by the U.S. Attorney General as subversive.

Answer YES or NO to each question. If YES, explain details on separate sheet.

13. Have you ever by word of mouth or in writing advocated, advised, or taught the doctrine that the government of the United States of America, or of any state, or of any political subdivision thereof should be overthrown or overturned by force, violence, or any unlawful means?

Answer ☐

14. Are you now or have you ever been a member of any subversive organization?

Answer ☐

15. Have you ever paid, contributed, collected or solicited any money or dues to, for or in behalf of any subversive organization?

Answer ☐

16. Have you ever been connected or affiliated in any manner with or have you ever attended any meetings of any subversive organization?

Answer ☐

17. Do you belong to a religious sect, or hold any belief, which would prevent you from vowing allegiance to the flag and constitution of the United States of America or from taking a life in the carrying out of your duties?

Answer ☐

18. Have you ever participated in any parade, picket line, delegation or demonstration sponsored or organized by any subversive organization?

Answer ☐

19. Have you ever been a member of or attended any school, camp, class or forum sponsored by any subversive organization?

Answer ☐

20. Have you ever signed or solicited others to sign any petition sponsored or issued by any subversive organization, or any petition which has as its purpose the aiding of any person, cause or program connected with any subversive organization?

Answer ☐

21. FAMILY MENTAL HEALTH

(If a member of your immediate family has been treated or examined for a mental disorder, list the following information)

DATE	NAME OF PERSON	RELATIONSHIP	INSTITUTION OR DOCTOR WHO TREATED	ADDRESS OF INSTITUTION OR DOCTOR

22. VETERAN DISABILITY CLAIM RECORD

(List all applications filed for disability with the Veterans Administration)

DATE	CLAIM NO.	REASON	GRANTED OR DENIED	% DISABILITY GRANTED	% PRESENT DISABILITY

23. WORKMAN'S COMPENSATION RECORD

(List all claims made for injuries, or illnesses, received in connection with employment)

DATE	COMPANY AND ADDRESS	DIAGNOSIS OF INJURY	DISABILITY AWARD GRANTED

24. EDUCATION RECORD

(List all schools and colleges you have attended)

FROM - TO MONTH & YEAR	NAME OF SCHOOL	MAILING ADDRESS	DAY OR EVENING	DIPLOMA OR DEGREE RECEIVED (YES OR NO)

25. EMPLOYMENT/UNEMPLOYMENT RECORD—SOCIAL SECURITY NO._____

(List ALL employments and periods of unemployment over 30 days, including part-time jobs, accounting for all time since leaving high school, up to the present)

Do you object to your present employer being contacted? ☐ Yes ☐ No

FROM - TO MONTH & YEAR	NAME AND MAILING ADDRESS OF EMPLOYER OR UNEMPLOYMENT INSURANCE OFFICE WHERE YOU FILED FOR BENEFITS	POSITION HELD (INDICATE IF OFFICER OF COMPANY)	REASON FOR LEAVING

26. EMPLOYMENT DISCIPLINARY RECORD

(List those employers who either (1) disciplined you, (2) discharged you, or (3) requested you to resign. Give details on separate sheet)

EMPLOYER'S NAME	DATE	NAME OF SUPERIOR INVOLVED

27. LICENSE RECORD—(OTHER THAN DRIVER, VEHICLE OR PISTOL)

(List every license you, or any corporation or partnership of which you were an officer, director or partner, either (1) filed for, (2) possessed, or (3) for which you acted as sponsor, voucher, character witness. Include professional licenses)

INDICATE SELF OR LIST COMPANY & ADDRESS	KIND OF LICENSE	DATE OF FILING	GRANTED OR DENIED	GOVERNMENTAL AGENCY	EVER REVOKED OR SUSPENDED (YES OR NO)

28. CIVIL SERVICE RECORD

(List every application you have made with a governmental or quasi-governmental agency or authority, e.g., N.Y.C. Department of Personnel, N.Y. Port Authority, etc.)

DATE	NAME THE CITY, STATE OR FEDERAL AGENCY OR OTHER AUTHORITY	POSITION FILED FOR	INDICATE IF: ACCEPTED, REJECTED, OR ON ELIGIBLE LIST	REASON FOR REJECTION, WITHDRAWAL OR NON-ACCEPTANCE

29. SOCIAL STATUS

(List all marriages you have had and the present status thereof; if divorced, annulled or separated give details of date, court, offending party as decreed by law and reason therefor on separate sheet. Begin with first marriage. If single, write SINGLE on first line)

DATE	HUSBAND'S NAME OR WIFE'S MAIDEN NAME	DATE OF BIRTH	NAME AND ADDRESS OF AGENCY ISSUING MARRIAGE CERTIFICATE	INDICATE PRESENT STATUS OF MARRIAGE (LIVING WITH SPOUSE, DIVORCED, WIDOWED, ANNULLED, ETC.)

30. RECORD OF PARENTHOOD

(List every child born to you)

DATE OF BIRTH	PLACE OF BIRTH	NAME OF CHILD	WHO IS MOTHER OR FATHER?	CHILD SUPPORTED BY WHOM? (INDICATE IF DEAD)	WITH WHOM DOES CHILD RESIDE?

31. PATERNITY PROCEEDINGS

Have you ever been involved as plaintiff or defendant in paternity proceedings or accused of causing the pregnancy of any female not your wife? If YES, give details on separate sheet.

Answer ☐

32. DIVORCE ACTION

Have you ever been named as co-respondent in a divorce action? If YES, give details on separate sheet.

Answer ☐

33. ACTIVE DUTY MILITARY RECORD

(If service for a foreign government, indicate country under serial number)

DATES FROM	TO	BRANCH OF SERVICE	SERVICE SERIAL NO.	RANK	TYPE OF DISCHARGE RECEIVED	REASON FOR DISCHARGE

34. CHANGE OF DISCHARGE OR SEPARATION NOTICE

Has your discharge or separation notice ever been corrected or changed? If YES, indicate details below.

Answer ☐

Changed From _____ To _____ Authority _____

35. MILITARY DISCIPLINARY RECORD

(List ALL disciplinary actions against you, including formal charges as well as company punishments, whether found guilty or not)

DATE	CHARGE AGAINST YOU	TYPE COURT MARTIAL OR OTHER DISCIPLINARY PROCEEDINGS	DISPOSITION OF CHARGES

36. RESERVE AND/OR NATIONAL GUARD RECORD

(List present or past service in any Reserve or National Guard Unit)

INDICATE RESERVE OR NATIONAL GUARD	PERIOD FROM	TO	BRANCH OF RESERVE OR NATIONAL GUARD	UNIT	PRESENT OR LAST RANK	MAILING ADDRESS OF UNIT

37. RESERVE AND/OR NATIONAL GUARD DISCIPLINARY RECORD

(List all disciplinary actions against you in Reserve or National Guard Service, including company punishment)

DATE	CHARGE AGAINST YOU	TYPE COURT MARTIAL OR OTHER DISCIPLINARY PROCEEDING	DISPOSITION OF CHARGES

38. SELECTIVE SERVICE RECORD

(List present classification and any past IV-F, I-Y, I-A-O, I-O or I-W classification given you)

DATE	CLASSIFICATIONS	LOCAL BOARD NO. AND ADDRESS	REASON FOR CLASSIFICATION IF IV-F, I-Y, I-O, I-A-O OR I-W

39. DEBTS

(List all outstanding debts or judgments against you or your spouse or for which you are a co-maker)

CREDITOR	ORIGINAL AMOUNT	PRESENT AMOUNT OWED	AMOUNT AND PERIOD OF PAYMENT	AMOUNT OF ARREARS, IF ANY	PURPOSE OF LOAN OR REASON FOR JUDGMENT

40. CIVIL ACTION

Were you, or your spouse, ever involved in a lawsuit or settlement for any purpose; or could such a possibility ensue as a result of a recent occurrence or transaction? If yes, give details on separate sheet.

Answer ☐

41. BONDING RECORD

(List all applications made to bond you and dispositions thereof)

DATE	NAME AND ADDRESS OF INSURER	REASON	ACCEPTED OR REJECTED

42. SAVINGS ACCOUNTS

(List Savings, Checking, Postal Savings, Building & Loan, Brokerage and Other accounts maintained by you or by your spouse)

NAME AND ADDRESS OF INSTITUTION	NAME IN WHICH ACCOUNT IS HELD	TYPE	PRESENT BALANCE

43. STOCKS AND BONDS

(List all securities, rights, warrants, warrants stock options owned or controlled by you or your spouse)

DESCRIPTION OF SECURITIES	NO. OF SHARES	DATE OF PURCHASE	INITIAL COST	YEARLY INCOME THEREFROM

44. REAL ESTATE

(List all real estate holdings or investments wholly or partially owned by you or your spouse)

DESCRIPTION	LOCATION	DATE OF PURCHASE	INITIAL COST	AMOUNT OF MORTGAGE OR LIEN	YEARLY INCOME THEREFROM

45. LOANS RECEIVABLE

(List all loans you or your spouse have made to others and the income therefrom)

TO WHOM MADE	ADDRESS	DATE	BALANCE DUE	INTEREST RECEIVED

46. MOTOR VEHICLES AND/OR BOATS OWNED

(List all motor vehicles and/or boats presently owned by you or by your spouse)

MAKE	YEAR	REGISTRATION NUMBER	COST	DATE OF PURCHASE

47. OTHER ASSETS

(Have you or your spouse cash holdings or other assets not listed valued over $1,000? If yes, list on separate sheet)

Answer ☐

48. INHERITANCE BENEFITS

(List all insurance policies, estates, trust funds, etc. of which you or your spouse are beneficiaries)

INSURED OR MAKER OF WILL, ETC.	ADDRESS	AMOUNT OF BENEFITS

49. BUSINESS INTERESTS

(List any business you or your spouse have a financial interest in—other than listed in questions 43 and 44)

BUSINESS	AMOUNT OF INTEREST	YEARLY INCOME	NAME AND ADDRESS OF PARTNERS

50. MOTOR VEHICLE OPERATOR RECORD

(List all chauffeur or operator licenses presently held from this state or any other state or territory)

(CHECK) OPR.	(CHECK) CHAUF.	NUMBER	RESTRICTIONS	ISSUING STATE	LICENSE OR PERMIT EVER REVOKED OR SUSPENDED (YES/NO). IF YES, GIVE DETAILS ON SEPARATE SHEET	LICENSE RESTORED (YES/NO)

51. OTHER DRIVERS' LICENSES

Have you held driver's license in the past from any other state? If yes, give details on separate sheet.

Answer [ ]

52. MOTOR VEHICLE ACCIDENT RECORD

(List every accident you have ever been involved in as a driver, passenger or pedestrian)

DATE	CITY AND STATE OR LOCATION IF N.Y.C.	INDICATE INJURIES TO YOU OR OTHERS	SUMMONS RECEIVED (YES/NO)

53. FAMILY RECORD

(List alphabetically, by last name, spouse (maiden or premarriage name), father, mother (maiden name), sisters, brothers, aunts and uncles—LIVING OR DECEASED. Include relatives by marriage)

RELATIONSHIP	SURNAME, FIRST, MIDDLE	ADDRESS (STATE DECEASED, IF SO)	OCCUPATION	DATE OF BIRTH OR AGE

54. ARRESTS

Has any member of your immediate family (father, mother, sister, brother, husband or wife) ever been arrested? If yes, give details on separate sheet.

Answer ☐

55. OTHER ARRESTS

To the best of your knowledge has any other relative, associate or person residing with you, although not related, ever been arrested? If yes, give details on separate sheet.

Answer ☐

56. FINGERPRINT RECORD

(List information about fingerprints previously taken, except for this application)

WHEN	WHERE	PURPOSE

57. LIFE INSURANCE POLICIES

(List all life insurance policies for which you have applied)

DATE	COMPANY AND ADDRESS	RESIDENCE WHEN APPLIED	ACCEPTED OR REJECTED. (GIVE REASON FOR REJECTION ON SEPARATE SHEET)

58. ASSOCIATION MEMBERSHIP RECORD

(List every social or fraternal organization of which you are or have ever been a member)

FROM	TO	NAME OF ORGANIZATION	ADDRESS	TYPE OF ORGANIZATION

59. LABOR UNION

Has your name ever been submitted or used as a trustee, officer in any official capacity, in any labor, trade union, etc., organization or affiliate? If yes, give details on separate sheet.

Answer ☐

60. ANY ADDITIONAL INFORMATION

Do you have any knowledge or information, in addition to that specifically called for in the preceding questions, which is or which may be relevant, directly or indirectly, in connection with an investigation of your eligibility or fitness for the position applied for; including but not limited to knowledge or information concerning your character, physical or mental condition, temperance, habits, employment, education, subversive activities, family, associations, criminal record, traffic violations, residence or otherwise? If yes, give details on separate sheet.

Answer ☐

PENALTY FOR FALSIFICATION: Knowingly falsifying any statement made herein is an offense punishable by a fine or imprisonment or both. (N.Y.C. Administrative Code 1151-9.0)

Signature of Applicant date

STATE OF

CITY OF ss.:

COUNTY OF

I, _____

being duly sworn depose and say that I am the above named person. I signed the foregoing statement. I personally read the answers to each and every question therein and I do solemnly swear that each and every answer is full, true and correct in every respect.

_____

(Candidate sign here)

Sworn to before me, this _____

day of _____ 19__

_____

(Notary Public or Commissioner of Deeds)

DO NOT SIGN BELOW UNTIL DIRECTED

_____ _____

(Candidate sign here) Date

_____

(Signature of Investigating Officer)